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BOSTON UNIVERSITY

School of Public Relations and Communications

Thesis

AN ANALYSIS AND EVALUATION OF THE RELATIONSHIP BETWEEN
CIVILIAN NAVY-INTEREST GROUPS AND THE NAVY'S
PUBLIC INFORMATION PROGRAM

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CHAPTER I

BACKGROUND

Public information activities by units of the Federal Government are not a new development. Before the turn of the century "Congress had entrusted responsibilities for information and education to the Department of Agriculture and other agencies and the employment of editorial and other specialists was no novelty."¹

From time to time, however, Congress has become wary of the power inherent in the techniques of communication, fearing indiscriminate use of the Executive power to control the release of information.

Pimlott states that the fear of Federal Government public relations is primarily rooted in the "fear lest programs undertaken in the name of administrative efficiency should result in an excessive concentration of power in the Executive."² "This fear," he adds, "is shared by Congress, the States, and the pressure and other groups which, though unrecognized by the Constitution, compete with the constitutional organs in the de facto exercise of power. What is more, government public relations threatens the member of Congress not only in Washington, but in his constituency where he has traditionally been the chief spokesman of the

central government and the chief medium of communication with the capitol."³

Congress has not, however, generally opposed the right of the Executive agencies to have some form of information services. Rather, it has sought to control the Executive's uses of information services by means of budgetary limitations, by defining what is permissible and what is not, and by the power of investigation.

In 1947, a Congressional committee defined information as "the act or process of communicating knowledge; to enlighten."⁴ Propaganda was defined as a "plan for the propagation of a doctrine or a system of principles."⁵ Information was, naturally enough, permissible, and propaganda forbidden.

The history of Navy public information under organized auspices dates from the First World War, when Secretary of the Navy Josephus Daniels established the Navy News Bureau. This agency was staffed by civilian newspaper men, under the personal direction of the Secretary. From that beginning, a slow growth took place, with the period of greatest expansion at the end of and just after World War II. At the time of the Armed Forces unification "fight" in the late 1940's, the Navy's public information program was not only a going concern, but a formidable instrument for the dissemination of information.

The state of Navy public relations during this period

is described by Pimlott in the following discussion of the program apart from normal dealings with the press and other mass media: "The armed forces, with the special problem of breaking down the barriers which seal them off from civilians, have for many years cultivated a large number of important voluntary organizations; in 1947 the War and Navy Departments had special branches devoted to liaison with these groups. First there are the organizations interested specifically in service questions. In 1947-1948 the Navy Council was acting as a channel for the flow of information in both directions between the Navy and eighteen bodies of the type of the Navy League, the Friends of the Navy, and the Navy Mothers Clubs of America. Industry was reached through the Navy Industrial Association. Special attention was given to veterans', womens', and youth organizations, but no relevant category was neglected. Washington can keep in touch only with the national representatives of the larger groups. At the regional and local level, one of the responsibilities of naval commandants was to maintain contacts with individuals and bodies who can make a significant contribution to the public relations of the Navy. Their interest was stimulated by 'open days,' by invitations to attend Navy Day and other celebrations, by the provision of speakers, by the loan of films, and by other well-tried public relations methods. Navy civilian indoctrination

courses at Columbia University catered to legislators, business leaders, writers, educators, and other opinion makers."⁶

Since the service unification, this picture has changed considerably. The creation of the Department of Defense with its consequent interjection of an additional level through which information must pass, has resulted in a diminution of some activities. Congressional fund limitations and executive orders have also caused a reduction of activities.

There have been, of course, deviations from the ideal, but it is our belief that the concept of information has been dominant in the history of the Navy's public information service. While "public information" is considered to be a part of Navy "public relations," the latter is strongly characterized by the absence of specific promotional intent, as will be seen from the following quotation from the Navy Public Information Manual:

"Navy public relations is a function of command that contributes to national security by evaluating public attitudes and executing a program of action through the efforts of every unit and individual in the Navy to cultivate and maintain (1) public understanding and appreciation of the Navy's missions and needs, (2) the good will and cooperation of every individual and organization with whom the Navy deals

externally in its day to day operations, (3) high internal Navy morale, and (4) the respect and understanding of the people abroad for the Government and people of the United States.... The term "public relations" should not be confused with the term "public information."... Public information as a term has two separate meanings. First of all, it is the title given to the administrative offices and personnel assigned to deal with matters affecting Navy public relations on the command level. Second, it is one of the basic functions within the broad scope of Navy public relations. In this sense, public information is a tool of public relations. Public relations includes all contacts with the public, the effect of those contacts on the Navy, the evaluation of public opinion, the consideration of that opinion in formulating and administering Navy policies and, finally, public information activity which includes the dissemination of information to the public and the use of other techniques used to promote public understanding, good will, and high morale."⁷

The officially approved description of the public information mission of the Navy is "to keep the public informed of: (a) The necessity for the Navy as an instrument of national security; and (b) The activities of the Navy, as compatible with military security."⁸

The mission of the Office of Information is described

as "(a) To initiate, stimulate, and develop within the Naval Establishment information to be used in furtherance of the public information mission of the Navy... (b) To collect, evaluate, and/or disseminate such information to the public. (c) To disseminate to naval personnel appropriate information concerning the policies and programs of the Navy Department."⁹

The same book justifies what it calls the telling of the "Navy story" as follows: "The American people must be informed of the activities of the Navy because, as taxpayers who support the Department, they have the right to know the facts--the true facts and all the unclassified facts--about what the Navy does with its funds. Furthermore, when the public reads and hears about the Navy's operations and programs, its training, its research, new weapons, etc., the people feel they are being protected by the Navy. This feeling of being protected helps to satisfy their desire for self-preservation, the strongest instinct that people have. On a national level, the desire for self-preservation can be translated into terms of national security.'

"The Navy exists therefore, as a means of satisfying the public's need for security. How effectively the Navy will be able to satisfy that need depends upon how much the public knows of the Navy's activities that contribute to

national security. The description of these activities, truthfully and interestingly told, is the Navy story."¹⁰

It will be seen from the above quotations, that the Navy, officially at least, is deeply committed to the more informational aspect of its public relations work. The experience of the authors indicates that most Navy public information officers actually practice this doctrine in their day to day work as well.

In order to provide more specific guidance to all Navy public information officers, the Secretary of the Navy promulgated an official Instruction of July 22, 1954, which stated that "to maintain that essential support (of the American people) the Navy is obligated to inform the public and the naval service concerning (a.) The Navy as an instrument of national policy and security, and (b.) The activities of the Navy as compatible with military security, and (c.) The responsibilities and participation of naval personnel as United States citizens under the American concept of government and society."¹¹

An order to all ships and stations dated July 26, 1954, amplifies the above and defines the Navy's current public information objectives as the following:

"a. Public understanding of the continuing importance of seapower as an instrument of prosperity, as a manifestation of national strength coupled with good will, as a deterrent to

war, and as an essential element of national strength in time of war.

b. Public appreciation of the Navy's role today, to include the spreading of good will, training in good citizenship, giving tangible evidence of national overseas interests and strength, support of sister services, support of allies, participation in continental air defense, deterrent to war, and mobile and flexible readiness to defend the country. With respect to its purely military responsibilities, it must be prepared for offensive and defensive operations in support of its assigned mission in the air, on the surface of the seas, and underneath the seas, and, together with the Marine Corps, and elements of the sister services, ready to project American military power overseas.

c. Public appreciation of the Navy's future role, to include significant participation in the development of technological advances of all sorts, a continuing responsibility for control of the seas, readiness to employ the most modern developments in the discharge of its functions of the roles and missions, the continuation of its peacetime functions employing every appropriate new invention, assisting in defending the continental U.S. against attack, controlling the sea lanes, cooperating with our allies and sister services, and, in the event of hostilities, destroying hostile seapower.

d. Encouragement for career service, including

education of the public and of naval personnel concerning all the obstacles which must be overcome, the progress which is made, and the obstacles which still remain.

e. A vigorous Naval Reserve founded on public understanding of the requirements, and a program of information and education for personnel of the Regular and Reserve components.

f. Public awareness of the need for a modernized fleet, to include the necessity for new combatant ships, aircraft, and auxiliaries, modernization of existing equipment, research and development of weapons and techniques, and modernization of repair facilities.

g. Public awareness of growing Soviet naval strength, to include emphasis on the Soviet position as the world's second largest naval power and the Soviet's expanding construction program of modern balanced naval strength on, under, and above the sea."¹²

The above objectives then, constitute the things which the Navy hopes to achieve through informing the public. Such a list would constitute an impressive list of accomplishments for an information organization with unlimited funds and personnel.

As has been indicated previously, however, the Congress in recent years has limited public information activities of Executive agencies both by prescribing the

amounts which could be spent for that purpose, and by strictly defining the channels through which these amounts could be spent. The definition is as follows: "Preparation of material for newspapers, periodicals, and other non-Federal publications; distributing press releases and interviewing representatives of the press; preparation of material for broadcasting purposes and contacts with broadcasting representatives; preparation of advertisements (whether paid or free), except advertising relating to the acquisition or disposal of government property; preparation, installation, and circulation of exhibits; production of motion pictures and film strips, except those for internal use in the Government. Excluded from consideration should be the time of employees whose work is devoted to publications required by law (e.g., annual reports, and other publications of the type) or those primarily for use within the Government; the answering of correspondence from the public; and the issuance of interpretations on regulations, orders issued under Administrative Procedures Act, etc."¹³

It will be seen from the above that the limitation upon what is considered to be the "publicity" activities of executive agencies is fairly strict. This situation is heightened by severe restrictions as to the amount of money which can be spent. For example, the amount of money allotted to all the military services for the above purposes in the

1955 fiscal year was only \$3,500,000.00.¹⁴ One million dollars was the sum allotted to pay for the entire public information program of the Navy and Marine Corps. When this figure is broken down into amounts for individual units, some offices which are responsible for major activities and large geographical areas receive minute allotments, considering the work which they are designed to do.

With the above situation in mind, if one grants the desirability of Executive department public information activities, it is obvious that either the Congressional limitations will be disobeyed or circumvented, or the emphasis of the public information program must be placed on activities which are not circumscribed by the Congress. The latter seems to us to be not only the more honorable course prescribed by the law, it also seems the more practical approach, at least so far as the Navy is concerned. Faced with extremely limited funds, and with heated competition with civilian public relations men, and other Government agencies for consideration in the mass media, it seems to us that directing the major effort of Navy public information into such competitive and comparatively unrewarding fields is inefficient.

We consider that Navy public information work is not primarily a propaganda enterprise. That is to say, it has little promotional aspect. Some of the principles of

propaganda usage can, however, be applied to purely informational activity. In this connection, one promising field for Navy public information appears to be in the employment of voluntary organizations as previously described to help the Navy tell its story to the whole American people.

Alfred M. Lee states that there are three primary tactics employed by strategists attempting to secure help from organizations in communicating ideas and information to the public. These are, generally speaking, (1) the exploitation of common interests among organizations, (2) the creation and exploitation of organizations for the purpose of presenting the desired information, and, (3) the joining and working within uncommitted and even antagonistically committed organizations.¹⁵

Fortunately for the Navy, there is a group of organizations already in existence which can be most useful in presenting the Navy's story to the public. They are the organizations which we have chosen to call the Navy-oriented special interest groups. With very little effort on the part of the Navy, they can serve very well to carry out the three strategies mentioned above. First of all, with these groups, there is no need to invoke "common interests." The common interest is already in existence, with each organization having a greater or lesser attachment

to the Navy as one of its reasons for existence. Indeed, one of the organizations, the Navy League, has had since its beginning in 1902 a set of aims remarkably similar to the Navy's present seven public information objectives. All of the organizations have such objectives as at least secondary purposes.

Secondly, with the existence of these organizations a fact, there is no reason to attempt to create so-called "front" groups. Groups are formed already which are ready and anxious to help the Navy tell its story to the public. The fact that the groups are not created or controlled by the Navy tends to make them more effective sources of public knowledge about the Navy. Even the times when they might be in opposition to the Navy's actions or policies in a particular instance tend to increase this reliability factor by indicating that the organizations are not purely "front" organizations.

Thirdly, with the existence of these groups, the community relations program of the Navy can be facilitated, accomplishing in an open and above-board manner the joining and working within various civilian organizations all over the country. The membership of the Navy-oriented groups is intertwined with that of other groups in such a fashion that it involves almost every group in America. They can, if they so desire, readily assist Navy men and women to take

part in civilian community life, and help them actually to become members of their communities rather than guests of the communities. No better way of informing the public can be established, we think, than by having well-informed members of the Navy represented in the membership of the civilian group structure of the general public.

Our purpose in this study has been to determine, if possible, whether or not the improvement of group and community relations might be the best field in which the Navy could place its primary public information effort. One observation to be made immediately is that one restriction present in other public information endeavors is not a factor. That factor is strict government control. William Albright has pointed out that, "In the U.S., interest groups have been permitted a maximum of freedom to compete for opinion control. They use all the means of communication and all the methods of publicity. There is relatively little official control of such groups."¹⁶ We feel that there is nothing in the immediate future to indicate a drastic departure from the comparative freedom now enjoyed by interest groups.

This is not to indicate that the Navy should attempt to utilize groups surreptitiously to accomplish things otherwise forbidden. The groups which would not be subject to government control would likewise not be subject to Navy control. They would, however, be freed from arbitrary

restrictions on channels of information, and from time-consuming control procedures. The groups are, in general, controlled only by considerations of propriety and of what can be accomplished with the means at hand. Only to the degree of withholding cooperation can the Navy exert any force on the groups at all. If carried on for long, such a practice could rob the groups of their vitality and usefulness. Although it has been done on occasion, failure to cooperate with the Navy-interest groups would seem a foolhardy gesture, for these organizations provide what is probably the greatest single opportunity to provide an informed public opinion on Naval questions in this country.

The whole historical tradition of the United States indicates that group influence has been and probably will continue to be a dominant factor in public affairs. Over a century ago, John C. Calhoun wrote, "What is called public opinion, instead of being the united opinion of the whole community, is usually nothing more than the voice of the strongest interest or combination of interests; and not infrequently of a small but energetic and active portion of the people."¹⁷

Writing in 1949, W. E. Binkley and M. C. Moos stated, in comment on the previous quotation, that, "Certainly that part of the public which ignored public affairs, or keeps its opinions concerning them to itself, or expresses them feebly,

makes no contribution to the formation of public opinion."¹⁸ Another recent writer has gone even farther in indicating the power of group influence, saying, "...the only opinion, the only will which exists, is the opinion, the will of special groups."¹⁹

In our investigation, we have studied some of the characteristics of groups as effective instruments of forming opinion and influencing behavior. Wherever possible we have interviewed the leaders of the Navy-oriented groups and cognizant officers of the Navy. We have attempted to correspond with organization and Navy officials in all parts of the world concerning the effectiveness and potential of the Navy League, the Fleet Reserve Association, The Naval Academy Alumni Association, the Navy Wives Clubs, The Navy Clubs of the U.S., and the Navy Mothers Clubs. Where personal interviews were not feasible, we utilized the questionnaires included as appendices (a) and (b). In an effort to secure a maximum amount of information, a total of 144 questionnaires were mailed. Each questionnaire was accompanied by a personal letter describing our aims. The letters were mailed to appropriate national and local officials of the various groups and the Navy. We received 82 replies of which some 69 were in complete usable form. It is the opinion of the authors that the above average response to the questionnaires and our personal interviews are of sufficient value to justify the findings which we will develop in this thesis.

CHAPTER II

THEORY OF GROUPS

For purposes of this study, we have accepted Cattell's definition of a group as a "set of people who satisfy their needs consciously or unconsciously through the existence and instrumentality of this set of people."¹

In order to analyze the various characteristics of groups as effective social instruments, it is necessary to understand existing theories relating to groups, at least as applicable to our study. It is not intended to give a complete picture of group theory as presently conceived. That would require a great deal of space even for well-trained sociologists and psychologists. Even among such men, the concepts in the field are constantly changing.

One of the most interesting illustrations in the above connection is that of Elton Mayo. In 1925, Mayo was a prominent psychologist who advocated that "every social problem is ultimately individual." During the years since then, he developed the idea that society has changed due to industrialism but that man has not kept pace. This change and/or lack of change has brought sociologists generally to support Mayo's present theory that "complex group association is the distinguishing character of the human being."²

The thought that every society consists of inter-related groups is also advanced by Kretch and Crutchfield. In discussing the structure and function of social groups, they state, "They (groups) may be very simple and involve in their functioning no more than the loosely coordinated behavior of several individuals, or they may be extremely complicated and operate through the highly specialized and formalized action patterns of thousands of people under a monolithic leadership. But no matter how short-lived or enduring, how simple or complicated, such social groups influence the needs, beliefs, attitudes, and actions of the people involved, and the structure and function of such groups are in turn determined by the dynamic interactions of their constituent members. When social groups become elaborated, enduring, and inclusive of many people, their importance in understanding and predicting the behavior of the individual becomes absolute. They determine the structure of his society, the nature of his goals, and the range of his behavior possibilities."³

We have concluded that the existence of groups and the tendency of humans to form into groups cannot be denied. We also agree with the quoted authorities that groups can be a great influencing force if properly used. It remains therefore to see what characteristics groups require in order to be effective social instruments and if our Navy-

oriented special interest groups fall into this category.

It is our intention in this chapter to consider these questions: (1) Is proper organization an essential factor for effective group action?; (2) What effect does leadership have on group performance? and, (3) Is group action more effective and efficient than individual action?

ORGANIZED GROUPS VERSUS UNORGANIZED GROUPS

The first question to be discussed considers whether an organized group can be more effective than an unorganized group. We feel that the value and necessity of proper organization is a basic truism. Organization is a broad term which embodies concepts such as coordinated efforts, singleness of purpose, well-developed program of procedures, and a spirit of teamwork and cooperation. Without these elements of organization a group will stumble helplessly in a confused state. Not only is its ability to accomplish handicapped, it is subject to actual failure and extinction. This is pointed out by Kretch and Crutchfield when they state, "...in the absence of clear, overall objectives, groups cannot hope to achieve a high order of synthesis and will easily deteriorate."⁴

It is vital that a group be organized or oriented about a common purpose or enduring interest in order to be effective. A football team will not win on the gridiron unless all the team members know the plays and carry out

the instructions of the team captain. A football team without team work will be nothing more than 11 men, dressed alike, with no formations or plays, and faced with inevitable defeat. An organized "will to win" would provide an interest of sufficient strength to mold a team from the willing team members. The necessity for an "enduring interest" is emphasized by William Albigh. He comments that an interest group depends on an enduring, well-defined purpose for its success.⁵

The value of organization is self-evident. The need to continue that strong will to serve is stimulated by an enduring interest in the group, its members, or its objectives.

To organize a group successfully is no easy job. In discussing organization as a social system, Dubin comments that "organizing people into a productive unity is a complex task."⁶ Nevertheless, proper organization and orientation are essential. Dorwin Cartwright, in his discussion of mass persuasion, points out that the path of action toward the goal of an organization must be clearly defined.⁷ It is quite evident that the group with clearly defined intentions and a well developed approach will be more likely to succeed in its endeavors. By the same token, a poorly organized group will not only fail to achieve its goals, but may produce harmful effects on the society of which it is a part. This point may be illustrated by

assuming a situation in which some group decides to promote the Navy's public information program. Unless the group is carefully organized and specific aims are plotted, the resulting chaos cannot only hurt the group itself, but the Navy as a whole.

The basic premise of this thesis requires that the Navy be cognizant of proper organization at all levels. We have considered such organizations as the Fleet Reserve Association and the Navy League as individual groups. Actually, each of these organizations is composed of many separate local groups. The Fleet Reserve Association, for example, has over 180 local branches. The efficient organization of these local branches into a strong Fleet Reserve Association can be beneficial to the Navy public information program. A complex organization of small local groups into a strong national association is exemplified by the Navy League also. It is of definite value to the Navy to assist the national associations where practicable to strengthen their internal group organizations. At the same time, the Navy must recognize its responsibility to provide effective organization or coordination at the national level. In this context, the Navy can be considered as dealing with a loose organization of "special interest groups," molded from the Fleet Reserve Association, the Navy League, Naval Academy Alumni Association, Navy Wives Clubs, etc. This,

then, is another plateau of organization which is the primary responsibility of the Navy in terms of coordination and cooperation. As previously stated, proper organization is complex, but essential.

EFFECTS OF LEADERSHIP ON GROUP PERFORMANCE

The second vital question concerning groups as influencing factors on behavior is leadership. The value of good leadership is also a basic truism which cannot be over-emphasized. There are many authorities who have pointed out the necessity for proper leadership. For example, Albig states that the quality of leadership directly affects the ability of a group to influence public opinion.⁸

Leadership and organization are allied characteristics which are equally essential to a smooth-functioning effective group. Barnard states that one of the purposes of an executive is "to promote the securing of essential efforts," and another "to formulate and define purpose."⁹ It is apparent from these general concepts that as the leader goes, so goes the group.

The concept of good leadership is vital at all levels. This means that local chapters of organizations such as the Navy League require outstanding leaders in order to be outstanding groups. The effectiveness and coordination of the local groups is invested in regional and national leaders. It is only natural to conclude that the quality of leadership

at these levels will also be major determinants of efficiency. Added to this pyramid is the definite need for the Navy to provide proper coordination to maintain communication and liaison between the various Navy-oriented special interest groups. It can be surmised that a local chapter of the Navy League which does not have a good leader will not be an effective social group, regardless of the ability of the national organization. By the same token, the Navy League and the Fleet Reserve Association may be well organized groups with outstanding leaders at all levels, and yet their ability to aid the Navy could be severely handicapped by poor inter-group relations without coordination for all of the organizations at this level.

GROUP ACTION VERSUS INDIVIDUAL ACTION

The third basic question to be discussed is whether group action is more effective than individual action in the dissemination of information aimed at influencing behavior. Again we are dealing with truisms. Leaders without groups to follow them and unite in their actions are seldom effective. Referring again to the sports world, in a college football game a single voice pleading for victory is lost in the tumult. However, a coordinated cheer from a thousand voices blended in unison can be much louder and is apt to be more effective in inspiring the team. The effectiveness stems

from the fact that those hearing the cheer realize it comes from a large group whose members are all interested in the victory for which they shout. Charles W. Smith, Jr., in Public Opinion in a Democracy, illustrates this concept. Discussing lobbies and their influence on legislation, he writes, "It is no wonder that the voice of the general public is sometimes a still, small voice that may be lost in the din of special interests. Those who would make themselves heard must combine in self-defense and shout with an organized voice."¹⁰

The need for unification is apparent. We have already concluded that man is always seeking group associations. It is these very same group associations that raise a combined voice and are capable of making themselves heard. The value of a group voice representing the one opinion of a large mass of people cannot be overlooked. Zechariah Chafee says that "when a considerable number of people voice a grievance, they bring pressure on the government to do something in their behalf."¹¹ It should be made clear that we have no intention to incite mob shouting or action. We do feel that if a large group openly endorses a specific contention there is more effectiveness in influencing behavior than if different, unorganized individuals, regardless of their prominence, were to endorse the same idea.

Alfred M. Lee lists seven characteristics of

organizations which in a sense measure their ability to influence opinion and behavior. These are (1) size, (2) physical resources, (3) cohesiveness, (4) staying power and continuity, (5) visibility, (6) adaptability, and (7) inter-group relations.¹²

It seems to us that this listing provides a good basis for analysis of Navy-oriented group situations, and, insofar as data is available, we shall attempt to evaluate each of the organizations we have studied with respect to these characteristics.

Cognizant of the characteristics which a group must possess in order to influence opinion and behavior effectively, and realizing the advantages of group action, it remains to apply these principles to the various Navy-oriented special interest groups. In so doing, we hope to estimate their effectiveness and their potential in advancing the objectives of the Navy's public information program.

A WORD ABOUT TERMS USED

In a study such as this, it is difficult to refrain from interchanging words like "organizations," "groups," "associations," "clubs," and "interest groups." The frequent use of these and similar words has been deliberate since we feel that all terms that we have utilized are essentially interchangeable and pertinent to any of the Navy-oriented special interest groups.

Also, a special interest group, such as the ones we will be discussing, is one that is "Navy-oriented." This restriction means that such organizations as the Navy League and the Fleet Reserve Association have a common area of special interest. That area is the United States Navy, in whatever special way it affects the particular association.

CHAPTER III

THE NAVY LEAGUE

HISTORICAL

The Navy League is neither the oldest, the largest, nor necessarily the most influential of all the organizations which are oriented toward the Navy. For many reasons, however, it deserves first consideration in any discussion of these groups relative to the public information objectives of the Navy. Indeed, the stated aims of the Navy League at its inception very closely approximated the current public information objectives.

The constitution of the Navy League of the United States stated in 1903 that the purpose of the organization was "to acquire and spread before the citizens of the United States information as to the condition of the naval forces and equipment of the United States, and to awaken interest and cooperation in all matters tending to aid, improve, or develop their efficiency."¹

The first Navy League had been established in Great Britain in 1894 and was quickly followed by the appearance of a German Navy League in 1898. This latter unit was apparently particularly aggressive, and eventually had a membership of over one million, with the brother of the Kaiser as president.² Other countries with imperialistic

ideas, such as France, Italy, Belgium, Portugal and Spain, followed suit with the establishment of Navy Leagues of their own.

The development in the United States was slower. Following the Civil War, the Navy had virtually been allowed to disintegrate. Reconstruction began in 1883 with the start of the first new ships converting from sail to steam, from wood to steel. From that time onward, Naval appropriations slowly increased as expansionist theories gained more and more followers in this country.³

The Spanish war showed that the United States had become a great power, and also dramatized the resurgence of the United States Navy. The theories of Captain Alfred Thayer Mahan, USN, to the effect that national prosperity and power depended upon trade, which depended on the Merchant Marine, which in turn depended on a strong Navy, began to attract enthusiastic and influential supporters.⁴

With the increase of Mahan's supporters and of believers in "manifest destiny," the crushing defeats of the Spanish fleets, the acquisition of widespread colonial holdings, the increase in the prestige of the United States, and the inauguration of the strongly Navy-minded Theodore Roosevelt as President, conditions were ripe for the establishment of a Navy League in this country.

By 1902, agitation of a Navy League had become strong.

Various periodicals carried articles stressing the need for an organization which would spread information about the Navy and help inform the public as to Naval requirements. The publication of these articles was followed by a meeting in November, 1902, of representatives of organizations interested in forming a Navy League in the United States. The meeting was sponsored by the Naval Order of the United States, an organization of ex-Naval officers and their descendants, and enlisted men who had received the Medal of Honor. The Naval Order had appointed Jarvis B. Edson, its own treasurer, as chairman of a Committee for the Formation of a Navy League, and it was on Edson's call that the meeting was held in November, 1902. Also present were representatives of the Naval Academy Alumni of New York and Philadelphia, and of the New York and other state naval militia.⁵

At the first meeting, the Navy League of the United States was born. Those present decided to organize a "patriotic, non-partisan organization" in order to "disseminate information concerning the Navy and to secure a force adequate to the requirements of the United States."⁶

The original membership was concentrated in and around New York City, and nearly all members appear to have had some sort of previous service in or attachment to the Navy. The original officers and honorary officials also had very high connections in social and financial circles,

establishing the tradition of the Navy League as an "upper-crust" organization which has persisted to this day, sometimes to the detriment of the League's policies and operations.

The Constitution and By-Laws of the new organization established that the Navy League was to be completely non-partisan politically, and members of Congress and the active Navy were not admitted to membership, although this latter restriction was later relaxed to permit associate non-voting membership for persons in those categories.

The League found quick support from President Theodore Roosevelt. In a letter to the president of the Navy League, published in the first issue of the Navy League Journal, he thoroughly endorsed the League and its aims.⁷

The Navy League drew support from others as well, and grew rapidly. By 1906, the membership was reported as 4,500 in 72 units.⁸

The activities of the League were various but most of them pointed up the need for an adequate Navy. Many news releases to this effect were issued, and articles about the Navy and Navy heroes were also promulgated. The theories of Mahan were promoted, as well as the idea that a large Navy was the best means of ensuring peace. Our obligations under the Monroe Doctrine and the defensive requirements of

our own coastline were also stressed. In addition, the League worked for better treatment of enlisted men, the creation of a national Naval Reserve, and a general staff for the Navy. In most cases in this early period, the League needed only to affirm support of President Roosevelt, who was active in his own promotion of Naval expansion.

Particular stress was, however, laid on support of the administration's two-battleships-a-year program, and in 1910-11 the organization laid claim to considerable influence in the accomplishment of this aim. In 1912, the League was successful in securing the adoption of a strong-Navy plank in the platforms of both the Democratic and Republican parties.⁹

Although the organization was devotedly non-political, the change from a Republican administration to a Democratic one in 1912 was a bad one for the Navy League. The now Assistant Secretary of the Navy, Franklin D. Roosevelt, was as determined a "strong Navy" man as his cousin Theodore had been, but the new Secretary of the Navy, Josephus Daniels, seemed to the League to be "more interested in developing a sober Navy than a fighting one."¹⁰ The League criticized Daniels for what it considered to be a gross negligence of the needs of the Navy, that is, a strong fighting fleet.¹¹

The outbreak of war in 1914 provided new incentive for the Navy League's growth, and membership drives produced

thousands of new members. With the United States' entry into the war, membership skyrocketed to a high of 300,000 in 1917.¹² The emphasis of the League's drives before the war had been on "preparedness," and this activity drew the wrath of those forces opposing such a course. The League was denounced violently in speeches in Congress as an agency of the munitions makers and of J. P. Morgan and Company. Henry Ford and others paid to have these speeches reprinted and distributed all over the country. Ford also paid for newspaper advertisements containing the charges, for which the League brought suit for libel.¹³

The coming of war in 1917 gave the League some concrete work to do. The women's section created a Comforts Committee, which contributed hundreds of thousands of articles such as sweaters, socks, mittens, etc., to enlisted men. The League itself energetically aided recruiting drives all over the country, with members acting as unofficial recruiting officers. Legal Aid Societies were formed to give free legal advice to sailors and Marines. Reading rooms were opened, recreational facilities were provided, and at the request of the YMCA, assistance was given that organization to raise funds for overseas work.¹⁴

In spite of this good work, the League's relations with Secretary Daniels steadily worsened. After the League heatedly accused him of withholding information about an

explosion at Mare Island in 1917, the Secretary issued an order prohibiting all members, agents or representatives of the Navy League from admission to any Navy ship or station. He also prohibited receipt by the Navy or its personnel of anything whatsoever from the Navy League, an order which limited the good work of the Comforts Committee. In spite of League attempts to secure a change, the restrictions remained in effect throughout Daniels' term of office, 1913-21.¹⁵

Although the new Republican administration lifted the ban on the Navy League in 1921, the period of good favor was short-lived. In the words of a previous writer, "...the Republican presidents, Harding, Calvin Coolidge, and Herbert Hoover, ignored the pleas of the League. Instead of building the Navy in the tradition of Theodore Roosevelt, the Republicans of this period, in the eyes of the League, seemed determined to limit it. To that end, the Washington, Geneva and London disarmament conferences were held. By 1933, the United States Navy, a strong contender for first place in 1921, ranked a poor third in all but capital ships."¹⁶

During this period, disarmament sentiment was running high, even within the Navy League, and the organization was almost disbanded. Interest was sometimes so low during the '20's that annual meetings were attended by as few as six or eight persons, and were held in the office of Ogden Reid

in New York. Individual members made good the annual deficits, and, somehow, the League managed to hang together as an organization until conditions changed in the 1930's so that growth could begin again.¹⁷

Strangely enough, it was during the high tide of the disarmament movement that the event most symbolic of the Navy League's operations had its beginnings. This was the initial celebration on October 27, 1922, of Navy Day, with which the Navy cooperated heartily each year until 1949, when the program was ordered to be stopped by Secretary of Defense Louis Johnson.¹⁸

Throughout the three Republican administrations, League officials kept up a running battle against the disarmament proposals and limitations on U.S. Naval strength. The League was particularly annoyed by President Hoover's failure to build up to authorized treaty strength and, in 1931, became embroiled in a violent argument with the President over this question. So bitterly did the discussion rage that Hoover appointed a special committee to investigate and answer the League's charges. This controversy raged back and forth for many weeks before it ceased to be news. League leaders felt that the fight had been useful, however, in publicizing the needs of both the Navy and the Navy League.¹⁹

Thus, when Franklin Roosevelt came to office in

1932 as another strongly Navy-minded president, the League was at a very low ebb, both as to its membership and its political influence, but better things were ahead.²⁰

Under Roosevelt, the Navy soon began a period of expansion unprecedented in history, eventually culminating at the end of World War II, when U.S. Naval strength was the equal of all other powers combined.

Throughout Roosevelt's administration, the Navy League enjoyed good relations with the executive branch, but had occasional brushes with the legislative. During this period, the League's strength grew gradually. Its activities primarily consisted of celebrating Navy Day, making press releases, and organizing speaking tours, primarily in support of the things Roosevelt was asking of the Congress.

During World War II, the League served in roughly the same ways it had during the first World War, including the work of the various women's councils, although not to the same relative degree as previously, and more in the nature of assisting other agencies than before.²¹

The League strongly opposed the various "unification" proposals brought forth after the war, but under the leadership of Ralph A. Bard of Chicago kept its opposition on a reserved level. After the assumption of the presidency of the League in 1947 by Frank A. Hecht, also of Chicago,

the opposition became more heated. In spite of this opposition, however, the National Security Act was passed in 1947. The League's feelings were eased somewhat when an old friend of the League, James Forrestal, was appointed first Secretary of Defense.²²

Relations with Forrestal were good throughout his term, but not with his successor, Louis Johnson. Johnson canceled construction of the supercarrier United States and ordered the halting of Navy Day. Although, after many consultations, the League decided not to fight Johnson, relations remained strained.²³ The League continued operations, but, having, at least officially, lost its focal celebration, began to weaken except for continuance in a few strong local councils.

The seeds of reconstruction were laid after the Korean War began. Secretary Johnson resigned and the need for a larger Navy was obvious. Not until June 26, 1953, however, was it officially established that the League was to receive full support and wholehearted cooperation from Navy officials. This was done by an official Instruction from the Secretary of the Navy to all ships and stations, as follows:

"Policy and Objectives of the Navy League.

The Navy League is dedicated to a strong national defense and has enunciated its belief that our national security demands a well-balanced American defense team, of which a strong Navy, including the Marine Corps and Naval aviation is an indispensable part. While its primary purpose is to create a broader understanding of the Navy and its missions and to develop and maintain public interest and cooperation in all matters tending to enhance the Navy's efficiency, the Navy League supports all elements which contribute to national security. Emphasis is placed upon the fact that the Navy League retains its right to express its opinion or take such action as it deems advisable regardless of any established Navy Department policy; and, conversely, the Navy Department's expression of policy on any subject is representative only of the Navy and is not to be interpreted as the policy of the Navy League.

Naval Support and Cooperation.

It is desired that addresses extend general support to the Navy League by rendering assistance and cooperation in order that the objectives of the Navy League, as compatible with established Naval policy, may be accomplished. The Navy Department will transmit through appropriate channels to the president of the Navy League, for further dissemination through Navy League channels, matters which it considers of interest to the Navy League and in which the Navy League might assist in the general or specific objectives at hand. In the interest of uniform procedure, district commandants are requested to confer with regional officers of the Navy League within their respective districts to insure mutual accord, full understanding, and maximum cooperation. Support of and cooperation with local Navy League officials by stations and unit commanders is essential in the attainment of mutual objectives.

R. B. ANDERSON²⁴

In 1953, after a long and vigorous administration, President Hecht was succeeded as president by E. V. Richards

of New Orleans, and under his leadership, the present expansion of the League, both in membership and in operations, was begun.

NATIONAL PROGRAMS

Under Mr. Richards, a four point program was outlined, consisting of the following:

I. The Navy Buddy Program, designed to have members of local League councils act as "Navy buddies" to young, impressionable high school students in the age range of 14-18 years, in order to stimulate recruiting in both the officer and enlisted ranks of the Navy.

II. The Womble Report Program, to publicize the conclusions of the Womble Committee, which studied the problems of declining service-career attractiveness, in order to support the efforts of the Defense and Navy Departments in correcting deficiency and obtaining corrective legislation where needed.

III. The ACONA Program, (Advisory Councils on Naval Affairs), designed to establish civilian advisory councils on Naval affairs in 936 communities where there are Naval activities.

IV. Membership Program, as the name implies, to increase the membership of the Navy League.²⁵

In 1954, Mr. Carl Stockholm, of Chicago, became

president of the League and actually started the four programs in full operation. These Richards-Stockholm programs have been outstandingly successful, to the point where the Navy League is now considered to be a vigorous, growing organization.

The implications of these programs for Navy public information are, of course, enormous, and we shall discuss each in turn. In addition, the Navy League, in cities where it is active, takes a leading role in integrating Navy personnel into the civilian community.

INVESTIGATION INTO NAVY LEAGUE ACTIVITIES

Our research into the activities of the Navy League was performed by interviews with League officials, by correspondence, and on the basis of previous experience as Navy public information officers in dealings with the League.

The major officers of the League are all members of the Board of Directors, which is designed to have not less than 23 nor more than 100 members. These officials are the president, the other national officers, regional presidents, state presidents and directors-at-large. Elections are for one year or until successors are elected and qualified.²⁶ It was from this group that we sought opinions about the relationship of the Navy League to the Navy's public information program.

Questionnaire replies received from the Navy League officials displayed a surprising knowledge of the public information problems and objectives of the Navy. Only one of the 41 Navy League officials who returned questionnaires indicated that he was not specifically familiar with the seven public information objectives, and this one man indicated by his answers to other questions that he was familiar with the general problems faced by Navy public information work. (See Appendix A for a sample copy of the questionnaire used.)

Likewise, the interest and activity on the part of Navy League officials was surprising. These men, most of whom hold high positions in business and civic life in their respective regions, apparently devote a great deal of time and effort to work in this patriotic organization. Their interest has made them well acquainted with the Navy and its problems. When asked for the source of their information about the public information objectives of the Navy, virtually all listed several. The most frequently named sources were the Navy League national headquarters, briefings by Navy officials, orientation cruises, and both Navy and Navy League publications, notably the Navy League's monthly publication, Now, Hear This.

All except two of the local, state and regional councils which replied indicated that they were active in

pushing the four main national programs of the League. Individual councils, of course, had their own local programs, most of which were tied in with the four main programs. We will, therefore, discuss each of these programs in detail.

THE ADVISORY COUNCILS ON NAVAL AFFAIRS PROGRAM

Of the four major Navy League programs, the one which seems to offer the greatest promise for Navy public information is the ACONA program--Advisory Councils on Naval Affairs. This program is sponsored by the Navy League with Mr. Charles F. Burke, of Akron, Ohio, as national chairman, but membership on the respective local councils is not limited to Navy League members. Rather the program is designed to include a representative cross-section of each community in the membership of local councils. The purpose of the program is to create closer relationships between Naval activities and the communities in which they are located, and to assist in giving civilian advice when requested on many types of local problems.

The Navy has officially recognized the potential value of the ACONA program. Admiral Robert B. Carney, USN, Chief of Naval Operations, said, when the program was first announced, "Mr. Forrestal had a similar concept when he was Secretary of the Navy, and I know that he actually did get together with civilian groups as advisors in various fields

to the mutual benefit of the Navy and civilian communities," adding that "this concept strikes me as very sound psychologically. Furthermore, I can think of no better way to further Navy-wide public relations."²⁷

On February 16, 1955, the Chief of Information, Navy Department, issued an official Notice to interested commands in connection with the ACONA program, which provided information as follows.

"a. The Navy League is embarked on a program of establishing advisory councils in all communities where there are Naval activities. This is known as the ACONA Program.

"b. The concept of this program is to provide Naval commands with civilian advice and assistance when requested. Specifically, the Navy League envisions the following types of assistance and support:

"(1) Assist Naval personnel returning to civilian life to secure suitable positions.

"(2) Assist and support Navy in negotiations involving real estate or other transactions with local political subdivisions.

"(3) Support and assist in programs for Navy Day.

"(4) Attend annual inspections of local Naval activities as practicable. The purpose of such attendance

would be to indicate civic interest and support.

"(5) Make periodic visits as ACONA to local Naval activities to demonstrate local interest of community, particularly interest in local young men serving in Naval Reserve, and incidentally to gain an appreciation of what Naval Reserve means.

"(6) Sponsor, arrange, or participate in receptions for incoming or outgoing local commanding officers and see that new commanding officers are properly introduced to appropriate community leaders.

"(7) Assist and support in recruiting for
(a) Regular Navy (b) Naval Reserve (c) NAVCAD Program
(d) NROTC by such planning as will acquaint young men with advantages offered by Naval service.

"(8) Sponsor programs among young men in schools and Explorer Scout organizations, which will acquaint them with Naval service through visits to Naval establishments or orientation tours which Navy may provide in connection with the Buddy Program.

"(9) Assist Navy in publicity through exhibits and participation in local civic promotions showing Navy films at meetings, etc.

"(10) Carry Navy story and facts about Navy to civilian population through such agencies as press, service clubs, veterans' organizations, schools, house organs, and word of mouth.

"(11) Assist in keeping members of Congress from each locality informed on matters involving Naval affairs and interest.

"(12) In general, build up prestige of Navy among civilians so young men of high intelligence become interested in enlisting in Navy as a career and that qualified officer material is always available for Naval service. Conversely, build up the kind of prestige which will cause industry to have the kind of respect for Navy people that will cause them to be welcomed into industry when they leave active duty.

"The list above is not intended to be all-inclusive. The types of assistance will of course vary according to the nature of the community and of the command.

"c. It is the Navy League's intention that membership in advisory councils will represent as nearly as possible all active civic groups which are characteristic of the community. While the Navy League will make nominations for advisory councils, it is expected that district commandants will make actual appointments and will select a chairman and an executive committee in each area. Appointments should be made for a definite term of office. In order to facilitate administration, it is further expected that Regional Presidents of the Navy League will be appointed as Chairmen of ACONA for the district or region concerned."²⁸

It will be seen from the above that, if this program really works in the manner contemplated, and with full Navy cooperation, it is virtually an all-inclusive community relations program in itself.

The ACONA program is so new that it is as yet impossible to make a full assessment. Apparently, however, a flying start has been made. Mr. Burke has reported to the national present, Mr. Carl Stockholm, that councils have been formed in all of the Naval Districts, and in most of the individual cities in which the local councils of the Navy League itself are located.²⁹ At the first national meeting of ACONA groups, coincidental with the annual Navy League convention in San Diego, California, in May, 1955, there were over 350 individual ACONA members in attendance.

At the first meeting, the specific duties of the individual councils were spelled out by the national leadership, and it was pointed out that local ACONA's should concentrate on a four point program during the coming year. These four points were outlined by Mr. Burke, national chairman, as follows: (1) to explore local Reserve situations, and, where indicated, take steps to secure uniformity of treatment of all Reservists and to eliminate personnel or employment policies which adversely affect the best interests of Reservists; (2) periodic visits to local Naval establishments, particularly Reserve centers, as well as

during annual inspections, as a possible stimulus for Reserve attendance; (3) encouragement of recruitment for Naval Academy and Naval ROTC; (4) promotion of Naval Reserve and Naval Aviation Cadet programs of recruitment.

In his report, Mr. Burke stated that, in several Naval districts, the commandants had personally outlined suggested projects for ACONA councils to consider. At the local level, it was indicated, individual commanding officers have enthusiastically appealed to ACONA for assistance with their local problems, and have assigned ACONA members active parts in their annual inspections. Some commanding officers of Reserve units have reported that the actively displayed interest of ACONA members has already had a beneficial effect on drill attendance. Some commanding officers have placed ACONA members on mailing lists to receive various news publications about the Navy. The Chief of Naval Air Training, Vice Admiral Austin K. Doyle, was so impressed with the possibilities of ACONA in promoting the Naval Aviation Cadet program that he volunteered to undertake a Naval airlift to bring ACONA members from all parts of the country to San Diego for the meeting and a short orientation cruise for indoctrination about Navy activities.³⁰

As indicated previously, it would be impossible to assay any specific influence which ACONA has had to date, because of the newness of the program. From the enthusiasm

of the replies to our questionnaires, we feel sure that it is a dynamic, growing program, with enthusiastic leadership. Typical of the early results is the statement in a letter from the president of the Cleveland Pneumatic Tool Company, Mr. Sam S. Mullin, that as a result of his ACONA connection, his firm was "nearing completion of our usual annual labor negotiation with our union people, and have included an offer to meet the loss in pay due to attending Reserve Camp duty. We have about 2,400 employees who will be covered by this."³¹

Indications on questionnaires from Naval sources indicate an equally enthusiastic willingness to cooperate on the part of Naval officials. One Naval district commandant reported that he was making personal visits to the advisory councils in each city in his area as they were formed, in order to assure them of his personal interest. Given this combination of willingness to cooperate and a forward-looking program on which to cooperate, it seems to us that the ACONA program offers great promise for both the Navy and the Navy League. If fully carried out, it not only will help the Navy's public information and community relations programs, it will be a complete public information and community relations program in itself, actually encompassing all the Navy's public information objectives and the remainder of the Navy League's programs.

NAVY BUDDY PROGRAM

The second of the Navy League's programs, and the one which is surely the most important from the recruiting standpoint, is what has been called the Navy Buddy Program. This is "a program to interest young men of high school age in the United States Navy. Local councils of the Navy League can 'adopt' young men during high school years, 14 to 18, furnish them with reading matter about the Navy, invite them to Naval functions, and when possible, arrange to take them aboard Naval vessels, visit Naval establishments, and, when authorized, take short cruises aboard Navy ships."³²

The "Navy Buddy Program" was quickly recognized within the Navy as an invaluable aid to recruiting. Early in 1955, the Chief of Naval Operations, Admiral Robert B. Carney, issued an order in which he said that "Navy cooperation with the Navy League through the 'Navy Buddy Program' may best be achieved at the local level. District, river, and major air training commanders are given the responsibility of ensuring that activities within their respective commands cooperate to the fullest extent feasible and that necessary liaisons with the regional officers of the Navy League be continued to insure mutual accord and full understanding.... While operational commitments may preclude maximum participation by fleet commands, by...CINCLANTFLT AND CINCPACFLT are enjoined to lend every practical assistance when called upon by district commandants."³³

The Navy Buddy Program has been enthusiastically carried out, both by the Navy and the Navy League. The national chairman of the Navy Buddy Program is Mr. Dan A. Kimball, former Secretary of the Navy, and his intimate knowledge of both the Navy and Navy League has made for a smooth operation.

In addition to cooperation direct from the Navy, Mr. Kimball has enlisted the support of the national headquarters of the Lions, Rotary, Kiwanis, and the Knights of Columbus in this program. These organizations have offered the support of their more than 20,000 combined local chapters in encouraging high school boys to become acquainted with the Navy.³⁴

The recruiting and public relations values of such a program cannot be overestimated.

The value to the Navy of the Navy Buddy Program can best be shown by a selection of short reports on the program taken from a recent issue of the Navy League's publication, Now, Hear This:

"A vigorous program has been set up by the Southern New Jersey council. On April 19th, a group of 125 boys of high school age are scheduled for a day's cruise aboard two U.S. Navy vessels. The boys selected will represent many high schools in the Council area."

"John Conner reports that on Monday, April 4th, 130 Boy Scouts from the Sixth Naval Region, including 50 from the Atlanta area, boarded the battleship New Jersey, 4 destroyers and 4 submarines at Norfolk for a 4-day cruise to Jacksonville and Miami as the guests of the Navy and the Navy League.

"E. A. Black, President of the Seattle Council, reports that the Navy Buddy Program...has been well received. A dinner was held at Pier 91 for approximately 18 boys and their sponsors. Rear Admiral Bledsoe, Commandant of the Thirteenth Naval District, and Captain McIntire of the Reserve Training Unit, gave interesting talks. Out of this group, three boys have already joined the Naval Reserve. On April 16th and 17th, a weekend cruise aboard the USS Gilligan has been scheduled.

"Walter Stitt, Chairman of the Navy Buddy Program for San Diego Council, informs us that 150 boys will go out on five different ships, one day trips during the Easter vacation. Mr. Stitt is working on conjunction with the Superintendent of Schools and the various coaches attached to the schools and informs us that

they are selecting boys who have shown interest in enlisting in the Navy or Naval Reserve."

"Thurston James...reports that 300 boys (high school seniors and college men) from Orange County took a one-day cruise aboard the USS Wright on February 23. The trip was sponsored by the Rotary Club. He has two cruisers, four destroyers and an aircraft carrier lined up for the Easter holidays so that 2,200 16 and 17-year-old boys will have one-day cruises. He says they are also setting up a number of three-day cruises in co-operation with the various Rotary Clubs in Southern California, Nevada, and Arizona."³⁵

The above quotations are but a few of the many in just one issue of the Navy League's monthly magazine. In succeeding copies, there have been similar lists.

In his address to the annual convention in May, 1955, Mr. Kimball said of the early operation of the Navy Buddy Program, "Approximately 4,000 youths 15-18 years of age were guests of the Navy on cruises of from one to four days duration, and visits to Naval shore establishments during Easter vacation. Many additional cruises are planned for this summer. Expenses for these boys were approximately \$2.00

per day and they were paid by local councils of the Navy League, Rotary, Lions, Kiwanis, Knights of Columbus, and other groups. The Navy League has received outstanding cooperation from these service clubs. At the conclusion of the trips, a number of these boys joined the Naval Reserve or signed up for the Regular Navy. In this department, the Navy League can assist the Navy very much."³⁶

The implications for the Navy's public information program are obvious, and the possibilities for recruiting apparently limitless.

WOMBLE REPORT PROGRAM

The third major program which the Navy League has underway is the Womble Report Program, so-named because it was designed to help accomplish the recommendations concerning "career attractiveness" which were formulated by the Defense Department committee headed by Rear Admiral J. P. Womble, Jr., USN.

The stated objective of the Womble Report Program is "to publicize the conclusions of the Womble Committee and support the efforts of the Defense and Navy Departments in correcting deficiencies within the military and obtaining corrective legislation where needed."³⁷

The work of the Navy League Committee in charge of the Womble Report Program has been largely directed at correcting six main manpower difficulties of the services;

1. The deletion of traditional benefits such as household effects allowances, medical and dental care for dependents, and removal of commissary privileges.

2. Competition of private industry for manpower, which keeps men away from and attracts men away from service careers.

3. Growing lack of public lack of respect for and interest in men in military service, including appreciation of the fact of disparity of civilian and service wages.

4. Inadequacy of military family housing.

5. Incentives to leave service, such as GI Bill, are greater than those for staying in service, such as reenlistment bonuses.

6. Correction of deficiencies in the Uniform Code of Military Justice.³⁸

Publicity on the above points has been carried on by means of local press publicity, addresses before organized groups, presentation of resolutions before opinion-forming agencies, and the urging of resolutions by city, county, and state governments.

There is no way in which the success of the Womble Report Program can be judged quantitatively, again because of its newness. However, Mr. Frank G. Jameson, national chairman of the Womble Report Committee, reported at the national convention that numerous speeches had been made,

civic resolutions passed in several cities, and considerable publicity arranged in the press. He made the following statement at the convention, "Through our active local councils, we feel we were partly responsible for the recent pay raise for military personnel. Our committees are actively working on legislation for the restoration of higher traditional or 'fringe' benefits which have been taken away from service personnel and caused great hardship and inconvenience."³⁹

MEMBERSHIP PROGRAM

The fourth major program of the Navy League is the Membership Program, the purpose of which is, of course, to increase the membership of the League. Though at first glance, the Navy would not seem to be properly concerned with increasing the membership of any other group, this program is actually of very great importance to the Navy. Dedicated as the League is to the spreading of information about the Navy, each additional member is a potential volunteer public information officer for the Navy. It is our belief that it is definitely to the Navy's advantage to spur membership in every legitimate way.

NAVY DAY AND OTHER NATIONAL ACTIVITIES

In addition, the Navy League has, of course, continued to sponsor observances of Navy Day, whenever, wherever and however possible. These observances have taken the form of luncheons and dinners with appropriate speakers, memorial services, arrangements for ship visits and inspections, and other occasions designed to remind the public of the place of the Navy in the nation's security. The League is also sponsoring federal legislation, introduced by Congressman Wilson, of San Diego, California, which would officially designate October 27 as Navy Day each year.

The national organization of the League, of course, maintains liaison constantly with the Navy Department and other branches of the government in the interest of aiding the various national and local programs.

One final activity carried on by the national organization is the selection each year of a Naval officer who has contributed materially to the development of new techniques and procedures of the Navy. Awards are made with appropriate ceremony and publicity.

The national headquarters also carries out a program of publishing pamphlets, folders, speeches and Now, Hear This, a monthly magazine, to spread information about the Navy. During our interview with Miss Evelyn M. Collins, national secretary of the Navy League, she showed us and gave us

copies of dozens of publications consisting of reprints of speeches by Navy and Navy League officials, reprints of magazine articles, prospectus material for Navy Day and membership drives, descriptive material about the various Navy League programs, Navy enlistment publications, and historical publications concerning both the Navy and the Navy League.

LOCAL PROGRAMS

In addition to the above programs, the individual chapters of the League throughout the country have developed their own particular programs based on their own interests. Many of these are peculiar to one locale, such as the New Orleans Council's hospitality for the Navy contingent at the 1955 Sugar Bowl game. Others, such as two councils reported programs of obtaining cards to country clubs, town clubs and athletic clubs for visiting Navy personnel, could be applied by units all over the country.

From almost any standpoint, then, it seems apparent that the Navy League can be a powerful force in telling the Navy story to the public. By virtue of its unique purpose of telling the public about the Navy, by working through common interests with other organizations, as is being done in the Navy Buddy Program, and by working through other organizations by means of interlocking memberships and through

introducing Navy personnel into other organizations, the Navy League can be of the utmost importance to the Navy's public information program.

SUGGESTIONS

Virtually all the questionnaires we received from Navy League officials stated that they thought that Navy personnel should be encouraged to participate in community life, particularly in civilian organizations. Some councils reported assistance to Navy personnel in joining organizations and others indicated they thought this should be done. Other suggestions to improve Navy community relations included an improvement of Navy internal relations; an increase of Navy public information officers and funds, particularly in key cities; more freedom for bases to "show off" rather than wait for special days, and having the Navy represented at all levels by personnel with the facility for getting along with people.

Many respondents mentioned the need for a good command attitude and representation by qualified public information personnel. Several mentioned that "old sea dogs," "Annapolis men," and "officers with only fleet experience" are more likely than others to take public relations duties lightly.

One council reported that the number one public

information officers were quite capable, but that, apparently, the lower echelons were not too well trained so that, when the top man was away, poor performance sometimes resulted.

Several councils emphasized the Navy's need for good relations with Naval Reserve personnel. One council recommended an Assistant Secretary of the Navy for Reserves. Another reported the excellent public relations results obtained in helping secure a site for a new Reserve Training Center. One council stressed the need for a greater degree of continuity in one locale for senior officers in order to be better acquainted with local public relations problems. It was also recommended that people assigned to duties connected with the public should be "comers," not people about to retire.

Two forms of recognition were recommended. One report suggested that officers and men who had taken part in public activity should be recognized, even if only by a report in the service record. Another recommended some form of public identification for Navy League and ACONA members who were "doing a job for the Navy," perhaps in the form of a car sticker.

There were other recommendations, but these seem to us to have been the most pertinent.

THE NAVY LEAGUE AND LEE'S SEVEN ORGANIZATIONAL CHARACTERISTICS

How does the Navy League stack up with respect to Lee's seven characteristics of size, physical resources, cohesiveness, staying power and continuity, visibility, adaptability, and intergroup relations?

SIZE

Although the Navy League has embarked on an ambitious program, it remains a small organization. Even with the present membership drive, the present total number of members probably does not exceed 15,000. The fact that the membership includes many of the most influential men and women in America does not alter the fact that the League is relatively small. The fact that its members wield an influence out of all proportion to the actual numbers of the membership primarily indicates that the individual members are powerful--that they are promoting a cause which it seems likely they would promote in or out of an organization such as the Navy League. The League gives direction and force to these individual impulses, of course, but really to wield group influence in the American public, it must grow a great deal larger than it is. As the situation presently stands, most of the spade work of disseminating information about the Navy is being done by the very capable and enthusiastic leadership. Admirable as this is on the part

of the leaders, to make the Navy League a more effective group requires the addition of many tens of thousands of new members, so that the leadership can concentrate on the development of programs, rather than do the actual work of "spreading the word" themselves. That this fact is realized by the Navy League itself is indicated by the establishment of the Membership Program as one of the four primary objectives of the League.

PHYSICAL RESOURCES

The physical resources of the League are surprisingly small, considering the great wealth represented in its membership. At the low point of the League's operations in the late '20's and early '30's, the membership had dropped to less than 4,000, with most of these inactive, and the annual budget was only \$12,000, to cover all expenses.⁴⁰

After reaching a "modern" peak of 16,000 members in 1947, the League membership dropped to 8,000 in 1950, after the abolition of Navy Day. At this time, the League operated on annual budget of \$50,000.

Since 1950, both membership and the annual budgets have increased but, by no stretch of the imagination, could the Navy League be called a wealthy organization. Fearing repetition of charges that the League was an organization of "patriots for profit," the League has scrupulously avoided

any actions which would make it appear to be an organization sponsored only by those who would stand to gain from war industries.⁴¹

COHESIVENESS

Cohesiveness, according to Lee, refers to the "degree of morale and organization to be found in a body...[and]... involves such related variables in an organization membership and constituency as, (a) whether its common basis of identification is incidental or actual, (b) whether interpersonal relations within it are person-to-person or symbolic and ritualistic, (c) whether such relations are based upon spontaneous experiences or upon crystallized moral patterns of long standing, (d) whether such relations are relations among equals or up and down among unequals, (e) whether a group has a loose or a compact and precise structure of organization, and (f) whether or not the group glorifies itself and rejects other groups weakly or strongly (ethnocentrism)."⁴²

The cohesiveness of the Navy League is difficult to assay. From the questionnaire replies we received from Navy League officials it would appear that the Navy League is a vigorous, growing, powerful organization. The common identification seems, in most cases, incidental, but is strong nonetheless. The membership appears to be fairly uniform in social position and interpersonal relations

excellent. Many comments about the fine national leadership indicate good feelings on the part of the members, and Mr. Stockholm's comments to us indicated his high regard for the membership. The structure is precise. The officials are apparently enthusiastic.

The League is undoubtedly vigorous in the places where our respondents are located. Certainly the national officers are driving the old organization in a manner which has not been seen before, and this is all to the good. There are indications, however, that in some locations, the Navy League is not strong, not dynamic or forceful--hardly more than a paper organization or a social club. We have, of course, no data on the areas in which the officers did not reply to our questionnaires, but this fact in itself can perhaps be considered an indication of lack of interest in those areas. In other areas, questionnaires have indicated that interest has been low but that the League council concerned was being revived.

From the descriptions of activities which we received, it seems apparent that a few strong areas provide the nucleus of the energy of the Navy League. In the Ninth Naval District, which has headquarters in Great Lakes, Illinois, the League has apparently been particularly energetic. The New Orleans council has also been quite active. Six or eight other individual councils have

apparently done outstanding work. These units represent the main strength of the organization, from which the leadership, the ideas and much of the financial support of the organization have come.

Although the new leadership has apparently galvanized the whole League into new action, activating many new councils, energizing lethargic ones, and providing dynamic new programs, it would still have to be said that there are apparently some areas in which the League is anything but a cohesive organization. There are signs that, by the end of this year's active program, this will no longer be the case, and if so, both the League and the Navy will benefit immeasurably.

STAYING POWER AND CONTINUITY

These terms refer to the "drive of an organization, its ability to "come back" from adversity. That the Navy League possesses staying power and continuity is obvious from its history. Three times during that history, the Navy has stopped or almost stopped all cooperation with the League, and still it has survived to grow again. The League has been fought and investigated by some of the most powerful men in and out of the government, has diminished almost to the vanishing point, and then, under almost impossible situations, has survived. The fact that it is now a dynamic, growing organization is a tribute to the remarkable staying power and continuity of the Navy League.

VISIBILITY

The term "visibility," as used here, means the degree to which an organization's structure, membership, goals and achievements can be perceived by persons outside it. The extreme visibility of the League may be considered both as an advantage and a disadvantage. The disadvantage is that the openly avowed purpose of disseminating information about the Navy makes it suspect as being a "front" organization. On the other hand, the manner in which the League has openly fought the government on many matters has indicated that the group is not controlled as a "mouthpiece" organization, and this would seem to make the opinions expressed by the League carry more weight with the general public. The ready availability for inspection of the League's records also makes its operations more visible and simultaneously increases the stature of the organization in the eyes of the public.

ADAPTABILITY

The adaptability of the Navy League is great. The fact that it has developed as many varied programs as it has, particularly the ACONA and Navy Buddy Programs, indicates that within the organization there is the executive ability, the talent, and the drive to adapt to almost any type of program. In the history of the League, there have

been periods of working against and working for the Government, with and against the Navy and Defense Departments, and the organization has been adaptable to all the situations it has met. Only in one way has there seemed to us to be a lack of adaptability. This is in connection with the enlisted men of the Navy. The League has been, since its beginning, an organization primarily of upper-level, highly-placed persons. In their dealings and acquaintances with people in the Navy, they have naturally enough dealt almost exclusively with officers in the Navy. This is not to imply that the League is not concerned with enlisted men's problems. That is not true. The statements about the Womble Report Committee and the earlier history of the League give ample proof that it is not true.

The efforts of the League on behalf of enlisted men are, however, just that. That is to say, they are "on behalf of," rather than "representative of" enlisted men, if such a distinction is permissible. In consequence, it seems that enlisted men and former enlisted men who are retired tend to gravitate toward other organizations, such as the Fleet Reserve Association, rather than affiliation with the Navy League.

INTERGROUP RELATIONS

This term refers to the degree to which the interests and operations of a group clash with those of other

groups and the degree to which it tends to glorify itself and reject others.

The intergroup relations of the Navy League with civilian service organizations such as Rotary Clubs, Lions, Knights of Columbus, etc., are obviously excellent. These organizations are supporting the Navy League's Navy Buddy Program, morally, physically and financially, and other indications are that relations between the Navy League and almost every other group mentioned are very good.

The membership of the Navy League includes a great many civic, state and federal officials, and leaders in the business and social worlds. These men are, naturally enough, also prominent members and officers in other organizations. In this way, the membership of the League is interlocked with the memberships of virtually every opinion-forming body, every policy-making body in the United States. As mentioned before, the organization of local councils calls for a public affairs committee to deal with other groups.

We have no information on the relationships between the Navy League and the other organizations which we have called Navy-oriented. Apparently, the relations, if they exist at all, are good but passive, although undoubtedly there is some overlapping of membership.

In summation, we believe we can say that the Navy

League is already an important force in Navy public information. We believe that it needs to grow enormously in order to exert influence by virtue of group strength more than individual member prestige, but that this growth and organizational strengthening is in process. While the physical resources are presently ample, the expansion of the League's programs will require more materials, more work, and more money. The cohesiveness is based on a strongly held belief in the Navy by people who are essentially equals. The organization is precise and is being strengthened and it consistently "builds itself up." The staying power and continuity are high. Visibility is considered an asset in influencing public opinion in this case. The organization is apparently highly adaptable to almost any type of program for public relations. The intergroup relations, so far as we could tell, are good.

Obviously the Navy League can be of very great value to the Navy, but it is equally true that Navy cooperation, if not absolutely necessary, is at least a very strong factor in the vitality of the League. If the Navy cooperates enthusiastically, it strengthens the leadership and organization of the League, with consequent better operation. Conversely, if the Navy does not cooperate, the League is restricted to a policy of opposition in which it can do little creative work along the lines of the ACONA

or Navy Buddy programs. The best of all possible relationships, in our opinion, will be for the League and the Navy to travel along parallel paths, each complementing the strength of the other, but with neither attempting to control the policies of the other, except that the Navy should attempt to coordinate, not control, the public information activities of both groups.

CHAPTER IV

FLEET RESERVE ASSOCIATION

The other of the two more active Navy-oriented, special interest groups is the Fleet Reserve Association. Members of the FRA feel that their organization represents a composite of all types of desirable associations--fraternal, charitable, protective and social. Since the founding of the Association, their primary interest has been in the long-term enlisted man, the man who enters the regular Navy or Marine Corps for a career.¹ This common purpose has been of such enduring strength that the FRA has experienced a spectacular rise to prominence.

HISTORY:

The history of the FRA is short, but is filled with many accomplishments which have materially raised the morale of the long-term enlisted man. To understand the characteristics which have made the FRA a successful contributor to the welfare of the Navy man, it is vital to understand its origin and growth.

In 1916, Congress enacted a Naval Reserve Act. By its stipulations, an enlisted man of the regular Navy or Marine Corps could be transferred to a semi-retired

status after completing either 16 or 20 years of active duty. These men were not retired on a full pension but were in a reserve status at decreased pay. A special name was coined for men in this particular type of category. The men were considered as transferred to the Fleet Reserve.

As this new group of semi-retired personnel, the Fleet Reserves, came into being, it became evident that some "live wire" type of organization could be of assistance in preserving the rights and benefits granted to them and their dependents.

Nothing was done during World War I to effect an organization. In 1922, Chief Yeoman George L. Carlin was on duty in Philadelphia and originated his "Philadelphia Plan."² Carlin was aware of the advantages of unity among his shipmates and held several meetings among enlisted men on duty with the local 4th Naval District. In October 1922, the group formally organized and sent a representative to Washington to act as spokesman for the enlisted men of the Navy and Marine Corps.

Their first big test came in 1923. The Comptroller General handed down a decision that time in service as an officer could not be counted toward enlisted requirements for transfer to the Fleet Reserve. This made things extremely difficult for enlisted men who had accepted

temporary commissions in World War I. Many of them had already retired to the Fleet Reserve based on eligibility which counted the officer time as legal. Under sponsorship of the new association, a bill was written and passed which clearly explained active duty time computation and removed the impending hardship.

Flushed with victory, the group obtained an official charter as the Fleet Reserve Association on 11 November 1924 in the Court of Common Pleas, Philadelphia. Early in 1925 the constitution which is still in use was formally adopted. At the same time a charter was granted to the seventh branch chapter. The FRA was off to a flying start. Credit as the father of the Fleet Reserve Association is given to Chief Yeoman George L. Carlin.

OBJECTIVES:

As previously pointed out with the Navy League, the preamble to the FRA constitution closely parallels some of the objectives of the Navy's public information program. Specifically, the preamble pledges 1) "responsibility to aid in maintaining adequate Naval defense for our beloved country; our desire to assist in obtaining the best type of American manhood for our Navy and Marine Corps; our interest in the welfare of the men who served and are serving in the Navy and Marine Corps...."³

Section 102 of the Constitution sets forth the

purposes of the corporation as follows: "That we may take care of such members and their families that may be in urgent need of assistance, financial or otherwise, to assist in recruiting for the U.S. Navy, to assemble for social intercourse and to keep ourselves informed on U.S. Naval matters, whereby we may continue to loyally serve the nation and the United States Naval service."⁴

The official insignia of the FRA is in the shape of an inverted pyramid and has three words as a motto, "Loyalty--Service--Protection."

With a preamble, objectives and motto such as the ones just quoted, it must be said that the FRA is an ambitious organization. We feel that the strong, enduring spark that has aided the rapid growth of the Association is largely based on the common interest ties of the membership. In order to qualify, a prospective member must have completed at least six years of active duty as an enlisted man in the regular Navy or Marine Corps. Officers are ineligible unless they hold temporary appointments and will revert to enlisted status in order to retire to the Fleet Reserve or, if a member of the FRA is given a permanent commission as an officer, he may retain his membership in the FRA. The restrictions applied to eligibility definitely limit membership to people with the common interest as enlisted or ex-enlisted personnel.

The FRA has been generally accepted as the champion

of the enlisted man. No other group has been so effective in furthering their interests. The actual experience of members of the FRA has served as a wealth of background information for the aims and efforts of the Association.

It is interesting to note a practice of the FRA which removes any prejudice which might exist due to rank or rating difference among its members. From highest ranking officer in the organization to the newest member, each man is given equal status and is formally addressed as "Shipmate." This title is carried out in all official correspondence. We could find no evidence of friction created by the "lumping" of all ranks into the one broad descriptive term, and feel that it is a wise and beneficial practice. Referring to a national officer as "Shipmate" Gish, and knowing that he will use the same title in answering you provides a unity and sense of belonging that seems to have proved very strong.

In 1927, the membership of the FRA had grown to nearly 1,700. At this time a legislative committee was founded. It was also at this time that the Association gained recognition to act as agent for principals in matters before the Veterans Administration.

RECENT ACCOMPLISHMENTS:

Joseph D. Harrington, in an article called "White Hats in Action,"⁵ comments, "For 16 years the FRA fought

such things as glaring discrepancies in pay between certain ratings, winning fight after fight, and finally crowning their efforts with a banner year in 1940, the year that saw sailors start receiving the following benefits:

- (1) Pay for enlisted men whose enlistments expired while they were hospitalized.
- (2) Establishment of a clothing allowance for enlisted men.
- (3) Establishment of quarters allowance for the first three pay grades."

Harrington notes that the FRA could not have swung these deals without a great deal of help from patriotic civilians, but without the FRA they wouldn't have been swung at all. This, he feels, is because the first-hand experience of the Shipmates causes them to realize problems of enlisted men better than anyone else.

During World War II the prestige of the FRA continued to increase. Many accomplishments were noted, most of which resulted from the FRA's being invited by the Navy Department to present the viewpoint of the enlisted man. This type of recognition reached a new peak in 1948 when the national secretary, Shipmate Charles Lofgren, was ordered to temporary active duty with the rank of commander in connection with the "Roper Board," which was to consider a revision of the Naval Reserve Act of 1938. The head of

the board was the Deputy Chief of the Bureau of Naval Personnel. One of the subcommittees was appointed to consider problems of the Fleet Reserve. This subcommittee consisted of two men, the Deputy Chief of the Bureau of Naval Personnel and Shipmate Charles Lofgren.

One of the most beneficial efforts of the FRA was in connection with a court action known as the "Sanders Case." Men who retired at the completion of 16 years of service received one-third of their base pay as pension instead of the half-pay drawn by personnel retired after 20 years of service. Many of the men who retired after 16 years of service were recalled to active duty during World War II. When "re-retired," they had completed over 20 years of active duty service. The Comptroller General refused to authorize an increase in retirement pay from one-third to one-half as expected. The FRA responded with court action. Shipmate Sanders was national president at the time, and volunteered to bring suit as a test case. After four years of legal battles, the FRA won the decision and Sanders received his earned raise and over \$2,000 in back pay, back-dated to the actual calendar date that he had retired the second time. Based on this precedent, nearly 3,500 ex-active duty personnel have filed suits and more than \$6,000,000 has been paid to them as a result of the Sanders case. It must be concluded that the FRA protects the interests of the enlisted man.

The present eligibility requirements, described earlier, were adopted in 1944 and since that date the ranks of the Association have swelled with active duty personnel. At the present time there are over 40,000 members in the FRA. Of this number, some 9,000 are actually retired and/or members of the Fleet Reserve. Nearly 80% of the members are still on active duty in the Navy and Marine Corps. We feel that this ratio between active duty personnel and retired personnel is important. This fact will be covered more fully in a later part of this section.

There is no legal tie-in between the Fleet Reserve as established by Congress and the Fleet Reserve Association as established by a group of Navy enlisted men. The two names are quite often confused and erroneously interchanged. It is true that most men who have transferred into the Fleet Reserve are members of the FRA, but membership in either of the two organizations does not preclude or automatically require membership in the other.

This coincidence of names may soon be removed. The Navy Times of July 2, 1955, contains an item about suggestions for a new name for the FRA. The next annual convention will be held this fall in Chicago. These proposals will be considered at that time. Some of the suggested changes are "Navy and Marine Corps Association," "Naval

Forces Association," "Career Navyman's Association," "United Naval Forces," and "Naval and Marine Forces Association." Branch 48 in Chicago has proposed the motion favoring the first name mentioned. Sixteen of the 19 living past presidents of the FRA have endorsed the resolution. It seems that a new name would certainly be less confusing, especially in the light of new membership requirements previously discussed.

NATIONAL ORGANIZATION

We have already noted the presence of a strong common interest which binds the FRA into an active organization. Of equal importance is the value of strong leadership. The characteristics of powerful leadership have already been discussed. These characteristics are embodied in the driving force which propels the FRA. The dominant factor in the functioning of the FRA is its national secretary, Shipmate Charles Lofgren, Commander, U.S. Navy (Retired). It was our privilege to have an extensive interview with Shipmate Lofgren in the national headquarters of the Association in Washington, D. C., last April.

It would be mild indeed to say that the ability and accomplishments of Shipmate Lofgren are remarkable. There is no need for enlisted men to feel that no one has their best interests at heart. Lofgren capably acts as the "heart" for all enlisted men in the Navy and Marine Corps, whether they are members of the FRA or not.

Provision is made in the FRA Constitution that the national secretary, national financial secretary and the editor of Naval Affairs, the FRA publication, shall "not engage in any other business, but shall devote their entire time and attention to the duties of their office and the business of the FRA."⁶ The senior of the three officers is the national secretary and they all occupy offices at 522 Rhode Island Avenue, N.E., Washington 2, D.C.

Among his many duties, the national secretary is charged with managing the executive offices, being chief assistant to the president and National Board of Direction, and being in charge of all official correspondence from the executive office. In addition, he is directed to make a diligent study of legislation pending in Congress which affects the personnel of the Navy and Marine Corps, active, Fleet Reserve and retired. He must also keep informed on laws of the Veterans Administration to assist members of the FRA and their dependents with claims, etc. He is elected to a two-year term of office each odd-numbered year at the annual national convention.⁷

As an indication of the confidence of the members of the FRA, Shipmate Lofgren has been reelected to his present position every two years since 1927. We were unable to locate any evidence of a strong, concerted opposition to his leadership.

Shipmate Lofgren is rightly proud of his accomplishments. He pointed out that he has personally met with every Congressional committee considering service pay since 1922. We were fortunate in being able to read transcripts of some of his actual testimony before committees. Each portion of his testimony starts out in this same general manner: "Mr. Chairman and Gentlemen: My name is Charles E. Lofgren. I am national secretary of the Fleet Reserve Association. That is a service organization whose membership is composed of enlisted men and temporary officers of the Navy and Marine Corps, active, Fleet Reserve and retired. I speak for the career men of those services who are members of the Fleet Reserve Association." ⁸ The testimony then supports (in this case) the provision of the bill under discussion. We feel that this type of action is exactly what is meant by groups of individual voices joining into one chorus with a strong, loud voice as their spokesman.

It should be noted that Lofgren, who is also chairman of the National Service Committee of the FRA, and his co-chairman, Schuyler S. Pyle, are duly registered with the clerk of the House of Representatives and the Secretary of the Senate under the terms of the Lobbying Act, with ⁹ the specific approval of the Secretary of the Navy.

One of the most recent exploits of Lofgren concerned

the armed services pay raise which was passed in March, 1955. The Senate Committee on Armed Services was against a raise in pay for senior ranking officers of the rank of vice admiral and admiral. Lofgren made a personal plea on behalf of the FRA and enlisted personnel in general for acceptance of the raise feature. As a result of his efforts the measure was accepted. We were shown letters of thanks and praise from numerous high-ranking Naval officers. The most impressive was from the number one Naval officer, the Chief of Naval Operations, Admiral Robert B. Carney. We feel it reflects the attitude of the Navy toward the FRA and its fine work, and believe that it is worthy of being quoted in full, as follows:

CHIEF OF NAVAL OPERATIONS

7 April 1955

My dear Commander:

I have read with the greatest interest your statement before the Senate Committee on Armed Services, and, having done so, I could not let it pass without remark.

Of course, it would only be human to appreciate support for a proposal which would improve the lot of those of us who wear three or four stars. However, that is really not the point: The thing which hit me hard was the source from which this particular plug emanated.

The spirit behind the endorsement of the Fleet Reserve Association is as fine a commentary on this Navy of ours as one could wish for, and nothing could more completely dispel any idea that "the brass" had little regard for the feelings of the ship's company, nor that the enlisted ranks felt hard feelings or resentment against their senior officers. It would be impossible to

believe that the Fleet Reserve Association could express such views unless the memories and feelings of its members were rooted in recollection of service founded on mutual respect and regard among all hands.

The spirit which underlies it is something which is to be treasured; I refer to the Navy's philosophy of discipline which is built on the conviction that in an organization of loyal and efficient men, there is rarely any need for harshness; rather, an expressed wish is as good as a command because of the universal understanding that, from top to bottom, everyone has his important part to play in a great team performance of precision and mutual loyalty. That philosophy I believe implicitly and I know it is the reason that the martinet, except for very rare instances, has disappeared from the Navy scene - he is superfluous in the kind of loyal and efficient organization which we strive for in our Navy.

All of which brings me back to my first point: The gesture of the Fleet Reserve Association is a heart-warming thing and you can never tell me that there is anything wrong with a Service in which that sort of thinking exists. That brand of loyalty, and tacit tribute to the true character of our brotherhood, is worth more than any pay raise, as welcome as a few extra dollars may be.

Cordially and sincerely,

ROBT. B. CARNEY
Admiral, U.S. Navy

CDR. Charles E. Lofgren, USN (Ret.)
National Secretary
Fleet Reserve Association
Washington, D.C.

When we discussed the objectives of the Navy's public information program with Mr. Lofgren, he expressed himself as primarily interested in the morale of, and the benefits he could secure for, each individual member of the FRA. To say that he is effective in morale problems

is an understatement. During the interview, some of the mountains of correspondence handled through his office were examined. It is conservatively estimated that about 1,000 pieces of mail are handled each month in the national office. Most letters are requests for information. Many referred to changes in duty station, pay, and/or rating questions. Other letters requested knowledge on a multitude of subjects. Each letter was handled on an individual basis. Answers to the questions were secured and promptly mailed to the inquirer. Quite a few of the letters were from people who were not members of the FRA. These letters received courteous attention also. The requests from FRA members were handled first and usually within 48 hours. Then all other correspondence was handled as efficiently as possible. All of this vast amount of paper work is handled by a total of nine employees in the executive offices.

The phrase "Answers to the questions were secured" is used above. This is a simple phrase to write but the work involved and implied is not so simple. And yet to hear Shipmate Lofgren speak of it, it is usually a simple matter for him to cut a wide swath through "Pentagon red tape" and come up with an answer to any question. His accomplishment of the near-impossible is a credit to his ability and experience as a leader.

One example of the FRA "information service" concerns a senior petty officer serving aboard a ship at a west coast Navy yard recently. While the ship underwent overhaul, the man's family was with him. The man had a great deal of sea duty, and had applied for shore duty on the east coast. He expected transfer very soon, but time grew short before the ship was due to "shove off" for Japan. The problem arose regarding disposition of his family. To send them home to the Midwest would require double travel expense and the trouble of two moves instead of one. And yet to keep them on the west coast might develop into a long and expensive separation depending on when the orders arrived. A letter was sent to the FRA in Washington. Within one week the petty officer received an airmail reply that his orders to shore duty would be expedited and on their way within a month. On the strength of that information, he kept his family with him and hoped for the best. The FRA had obtained accurate information and within a month the shipmate and his family were on their way to the east coast, thanking the FRA and Lofgren for fine work.¹⁰

This is definitely not an isolated case. We saw numerous similar pieces of correspondence in the files at the FRA executive office. Charles Lofgren is interested in seeing that his shipmates receive information that they desire and he gets it for them. No question is considered

too trivial, and from what we could determine no question goes unanswered. Shipmate Lofgren is very influential in Navy Department circles.

Mr. Lofgren was most cooperative and fully gave of his time and information to answer our questions. We attempted to find out if he felt there were any recommendations which he would like to make to improve Navy-FRA relationships. There were none specifically to be made. Shipmate Lofgren did refer to a "temporary setback" which he had had in obtaining information from service records of individual members. These records are official documents and are kept on file in the Bureau of Naval Personnel in Washington. A Bureau of Naval Personnel ruling prohibited anyone except Naval authorities on official business from access to these documents. There are many times when answers which the FRA sought could be found only by reference to these service records. Lofgren said that the ruling had been a temporary setback only, and that his flow of answers now continues uninterrupted. There seemed little doubt in his mind that information would continue to flow indefinitely.

We felt it very significant that, according to Lofgren, the FRA has no long-range program to aid the objectives of the Navy public information program. Cooperation was wholeheartedly pledged, but no specific programs

were in sight. Lofgren felt that his major contribution was in the morale field. The value of the FRA in that field cannot be challenged.

It is interesting to apply the characteristics of leadership as developed by Kretch and Crutchfield to Lofgren. They write, "...other things being equal, those persons who have insistent needs for dominance, power, and prestige and certain interpersonal skills may be expected to have a higher potentiality of leadership...the leader must be perceived by the group members as having the appropriate leadership qualities for the particular group."¹¹ Lofgren's qualifications can be assessed by the remarkable fact that he has held his elective position for nearly 20 years.

Before leaving the national offices of the FRA, another communications feature should be noted. Of nearly equal importance with the personal correspondence is the official monthly publication of the Association, Naval Affairs. With its slogan "A Navy Second to None, Manned by a Personnel Superior to All," it furnishes up-to-the-minute information to all branches and members. Naval Affairs points out that it does not reflect the official views of the Navy Department, the Naval service at large, or the officials thereof.

Proper and adequate means of communication is a

factor essential to the success of the FRA. The membership is widely scattered. There are some 180 local branches of the organization throughout the world. Cohesiveness among these widely scattered groups is a difficult task. Naval Affairs helps bridge the miles by reaching each branch every month.

The continental United States is divided into seven regions, with a regional vice-president as coordinator for each area. There is also a vice-president for the Philippine region. These regional executives communicate with branches under them and act as two-way channels of communication. Considering the entire organization as a single group, we feel that there is a very strong sense of unity, which is often difficult to have in an organization the size of the FRA. This cohesiveness in spite of large size is in keeping with the attributes of an effective group as discussed in Chapter II of this thesis.

INDIVIDUAL BRANCH LEVEL:

In keeping with the scope of our thesis, it was our desire to carry our analysis and evaluation from a national to a local level. Accordingly, the same procedure of contacting selected representatives throughout the country was followed as in the Navy League discussion. The same basic information was sought and some of the

answers proved strikingly similar. In all we attempted to contact 30 representatives scattered throughout the country. The sample was spread among representatives of local chapters, regional offices, and the national public relations committee. The sample is not considered to be a true random sample as we were interested primarily in the best sources of information.

QUESTIONNAIRE DATA COLLECTED:

We were able to find out that all but two of the representatives contacted stated that they were familiar with the objectives of the Navy's public information program. One who answered in the negative said that he felt that he was not entirely familiar with the objectives and the other said that he felt that while the national officers were undoubtedly acquainted with the objectives, he had not been fully informed. This is compared with the nearly 90% who said that they were familiar with the Navy's objectives in public information. All of the representatives felt that their group had made a contribution to advance the objectives of the Navy's public information program. The contributions were of a wide variety. There was duplication, of course, but many were ingenious methods of furthering Navy public relations and will be discussed in a later section.

When asked if their branches had plans for future activities which would promote the objectives of the Navy's public information program, nearly 90% replied that they did. Only one representative replied "No," while one said he had nothing definite but would take advantage of any opportunity.

Since most of these branches are on the level of local communities, we were interested in their feelings about the Navy and its part in community relations. We sought to find out if the local branches encouraged Navy personnel on active duty to participate in community relations programs. Every group queried replied with a definite "Yes." The local branches were 100% behind a community relations program. In addition, all of the representatives emphatically agreed that participation in community relations programs should be encouraged.

We were also interested in the amount of cooperation received by the representatives of the FRA. Our questions were phrased to attempt to get an answer based on cooperation received at each local level and also between each local representative and the main Navy Department in Washington. We asked this question: "To what degree does the Navy cooperate with the FRA on the local level?" We found the answer to this question to be very favorable to the Navy. Only one branch specified

that they received very little cooperation. The overwhelming majority noted assistance as being excellent or better.

As in the previous situation, a majority of the branches contacted expressed satisfaction with cooperation received from the Navy Department. Few of the local branches had had occasion to call on the Department for assistance. Most of the comments were based on satisfactory relationships between the national office of the FRA and the Navy Department.

PROJECTS AIMED AT ASSISTING THE NAVY:

In addition to existing knowledge which the various representatives had about the Navy, we were interested in specific contributions which they had made or were making which assisted the Navy public information program. From the replies received, we have selected only those projects which we feel worthy of discussion. The most frequently mentioned project was that of participation in various memorial services on patriotic days. As an example, one of the branches sponsors a ceremony on Memorial Day when a wreath is dropped three miles offshore in the ocean commemorating war dead. This is not just a Navy service, but honors all service war casualties. It was pointed out that local Naval authorities cooperated to the utmost. Arrangements were made to have the services aboard the base, and a helicopter was furnished to transport and drop

the wreath off-shore. An example of friendship, respect and a desire to work together.

"Operation Sound-Off" was noted by nearly half of the representatives as a contribution. The purpose of this drive was to aid recruiting. Shipmates in all parts of the country volunteered to speak to high school and college groups as career Naval personnel. As previously mentioned, these men could certainly speak from experience and were willing to do so. Advantages of the Navy and Marine Corps as a career were explained. Since the Recruiting Service is very limited in personnel, this assistance was welcomed. It is the authors' experience that all recruiters are career senior rated men and are usually members of the FRA. One branch representative noted that they had excellent cooperation from local media and were always eager to assist the recruiters in that area with publicity. Another aid to recruiting is the current automobile sticker plan.

Some 50,000 automobile bumper stickers are being distributed to branches throughout the country. These stickers proclaim "The Navy's my career--Ask me about it." They will be displayed by shipmates eager to spread the good word for Navy recruiting. Each representative seemed enthusiastic about the idea.

One of the more effective public relations ideas

was that adopted by a branch in a large metropolitan area. In this area, the outstanding high school football player is selected each year. At a formal dinner, this young man is presented with a football used in that season's Army-Navy football game. The ball is autographed by all members of the Navy football team, and is presented by a representative of the local FRA.

A unique technique mentioned is that of the "traveling advertisement." A retired shipmate and his wife have a specially built panel type truck. The sides of the truck have broad lettering saying "The Navy was my career--Ask Me. I am retired," together with a FRA insignia. Present plans are for a year's vacation trip throughout the United States. Visits will be made to boys' clubs and similar organizations in addition to Naval commands and recruiting offices.

A project started some time ago was known as "Operation Get Out the Vote." A concerted drive was made to encourage service personnel to take advantage of voting laws and make their voices heard. At the same time publicity was given to the knowledge that service personnel could write letters to their congressmen without going through official channels. These two programs are examples of individual actions that the Navy cannot openly endorse but of which it nonetheless knows the value.

A branch on the west coast planned to play host to 15 outstanding high school seniors at a Pacific Coast League baseball game. The game was to be played on "Fleet Reserve Association night," with appropriate ceremonies. The high school seniors represented three different schools and were given the FRA top treatment.

The awarding of a commission as "honorary admiral" in state navies is an idea used by another branch. These commissions are presented to dignitaries during public functions. At this writing, plans were underway to make a presentation to the governor of their state at a special FRA party in his honor. This type of public relations practice brings favorable publicity to all concerned.

Several worthwhile projects were reported which were aimed at furthering the Navy in its community relations efforts. Participation was frequently mentioned in the Boy Scout program. Several branches reported that active duty personnel were serving as scoutmasters and troop leaders. This is especially true in Sea Scout activities. Many local branches are cooperating with the YMCA and its youth program. Participation in various veterans organizations was mentioned by several branches. The VFW, American Legion, and other groups are normally community-minded associations. One branch commented that, in their opinion, the biggest contribution made by the FRA to Navy community

relations was the establishment of as many local chapters in as many different areas as possible.

SUGGESTIONS FOR IMPROVEMENTS:

In addition to the many worthwhile projects just discussed, we were anxious to have any appropriate suggestion made which might improve the Navy public information program, advance Navy community relations, and improve Navy-FRA relationships in general. Suggestions offered by the various branches are worthy of study. One was that the Navy and the FRA should initiate a drive to instill loyalty to the service in all Naval personnel. A skillful community relations program will collapse if Navy personnel on active duty persist in condemning the Navy on every score from beans to admirals. There is no need to hide the truth, but gross exaggerations by service personnel are sometimes accepted as facts by uninformed civilians. Another branch expressed a desire for some type of public information kit from the Navy. Not only information for speeches, which is included in the Navy Speakers Guide, but information about current objectives and plans.

A very worthwhile suggestion concerned encouraging orientation visits by high school and college groups. The authors can vouch from experience that most ship and installation visits are by younger age groups, usually Cub Scout and elementary school groups. Local FRA branches

would initiate action to take boys in high school and college on all-day trips aboard submarines, ships and/or planes. Some branches even mention ways in which they would initiate these programs. They planned to visit high schools on speaking missions in which their purpose would be not recruiting but educating. Carrying out these programs would require Navy assistance in providing ships and submarines.

A comment was made regarding the release of Navy information, suggesting that mere news be released about enlisted men. Too much "admiral and sanior officer" news is pushed and nothing about enlisted personnel--thus ran the complaint. This comment is very broad but may well apply in certain areas. Perhaps Naval district commandants could take more appropriate action. Cooperation with commandants will be discussed later.

In order for the Navy to improve community relations, the Navy must be where it can be seen and heard. To accomplish this a plan was presented to have a maximum number of ships visit as many different ports as possible. Many smaller ships could easily dock at communities which have not been visited, and would probably be welcomed. Visits would coincide with holidays and be under arrangements by local or nearby FRA branches. Open houses aboard ships have been well received in the past. By spreading the ships around, more people could see the Navy story for themselves.

In this connection, more mobile exhibits could be sent to inland towns to present visually the Navy story. Such exhibits could be sponsored by FRA branches as well as the other organizations and shown under their auspices.

Several branches had good suggestions to improve the already good Navy-FRA relationships at the local level. Some of the branches felt that local Navy officials were not too well acquainted with the purpose of the Fleet Reserve Association. They recommended a chance to present their story to the officers. This was to be done at the local level. Requirements and desires differ in each locality.

Teamwork like this would eliminate the need for another of the suggestions made. One branch commented that while the senior officers generally supported FRA plans, they usually assigned a junior officer to follow through. The junior officer frequently failed to share the enthusiasm of his superior. Knowledge and cooperative ties would remove this objectionable item.

Comments were also passed aimed at the senior officers. It was deemed necessary for senior officers to delegate authority on projects to juniors, but several branches expressed a desire to have senior officers attend some of their business and/or social meetings.

Several suggestions for better relations with the

Navy Department in Washington were made. Most of them were very general in nature and concerned such broad subjects as "closer liaison."

However, one branch felt that the Navy Department could give more recognition to FRA personnel who make noteworthy contributions to the Navy.

We feel that one suggestion is worthy of fuller development. This concerns communication with retired personnel. There are about 55,000 retired, ex-enlisted personnel. Of this number, only 9,000 belong to the FRA. One of the main reasons for this discrepancy is lack of communication from the Navy and the FRA to the retired personnel. There was suggested an excellent means of reaching this large group which could be used. Retired personnel receive a monthly pay envelope from the government. It was suggested that a set of cards be obtained the approximate size of the pay checks. These cards would be mailed with the checks and would undoubtedly reach every retired ex-enlisted man. Each card would be printed with pertinent information. For example, the first card could contain a message from the Chief of Naval Operations, establishing the card system as an experimental method of communications. The retired men would be reminded that they are not forgotten, that they still belong to the "group." The Fleet Reserve Association, as the subject of

one of the cards, could be recommended as an outstanding group for those eligible who are interested in maintaining Navy ties.

Another suggestion strongly presented concerned use of facilities. Several Navy installations have on hand excellent displays and exhibits. An example is the large (about 20 feet) model aircraft carriers built by several Naval Air Stations. This is an interesting exhibit for county fairs and similar activities. Current regulations prohibit the use of such displays unless transportation can be furnished by the activity requesting its use. The size of the model carrier necessitates the use of a large flat-bed truck. FRA branches are usually not able to afford the rental fee required to transport such an exhibit to their locality. We do not have a specific answer to this problem to suggest, but feel that closer liaison at the top level might well provide a satisfactory solution.

Other suggestions were submitted which dealt with the FRA itself. We do not feel qualified to do more than mention them as indicative of the desire of the group to improve itself. A national committee of the FRA was urged to analyze the Navy public information program and suggest methods for assistance and improvement.

Along the same line was a recommendation that the FRA allocate more money to its public relations chairman to allow for more assistance to the Navy.

EVALUATION OF LOCAL REPRESENTATIVE DATA, PROJECTS, AND SUGGESTIONS:

It was noted earlier in this chapter that local representatives felt that they were acquainted with the objectives of the Navy's public information program. They also said that cooperation from local Navy officials was good. With such effective dissemination of information, we were quite interested in determining the means of communication. Over half of the contacted shipmates said that their knowledge of the information stemmed from the fact that most of their members were active duty personnel in the Navy or Marine Corps. This is actually a compliment to the Navy, in that it implies that the Navy is effective in making its public information program known within its own organization. In this manner, the objectives of the Navy as a group are passed on through its members to the FRA as a group. One of the main questions of our thesis is then answered. Apparently a group, such as the Navy, can definitely communicate its ideas to other groups through individual membership in both groups.

The fact that the FRA representatives were unanimous in their recognition of the need for adequate community relations is certainly satisfying.

All of the replies indicated that the groups were making contributions to the Navy public information program and community relations program. This feeling of

successful achievement has often lulled some of the branches into a false sense of progress. This is not to deny that the projects discussed as actually underway are beneficial, but it is felt that larger and better cooperation can be secured.

The individual projects undertaken have been mentioned. These are all considered to be essentially good projects and should accomplish their intents. It is felt that the information about the various projects is not given enough circulation among the whole organization.

We were especially interested in the projects which advance the community relations aspect, since we particularly feel that attempts should be made to break the barrier which sometimes seems to keep service personnel on the outside looking in at community life. Civilians sometimes do not seem to understand the personality of service people. A bridge to tie the two groups together is needed. It is felt that groups such as local branches of the FRA are part of the answer. The branches agree with us.

A person in the Navy is basically no different from a person employed in a factory or shoe store or bank. This does not mean necessarily that there are no differences. Navy personnel wear uniforms. Often Navy personnel are separated from their families by ship rotation, etc. Navy families seldom stay in one locality for more than two

years. This frequent movement is caused by a strict rotation policy adopted by the Navy. Actually, these "differences" can be found within civilian life also. Salesmen travel extensively, members of other professions shift homes frequently as job requirements vary.

When the essential facts are known, actually a man in the Navy does not differ drastically from many men employed in civilian life. "These essential facts" are not too well publicized. All of the branches of the FRA contacted wanted to help the Navy overcome this lack of knowledge barrier.

This unified feeling of a desire to encourage community relations participation should be utilized. It would be a tragic mistake to have so many people eager to do something and apparently no one offering suggestions and help.

The suggestion to instill more loyalty in the Navy through the FRA is certainly worthwhile. All too often Navy personnel do not recognize the harm that they can sometimes do by being "disloyal." An example of this occurred several years ago in an unfortunate collision of ships at sea. A destroyer was sunk in the accident. A serviceman's father demanded Congressional action because his son had referred to the ship as a "rust-bucket" and a "bucket of bolts." The phrases are common slang expressions

among service personnel. In news stories they paint the Navy in a bad light.

This is not to suggest that we need to train a group of liars to exaggerate the Navy picture. Proper education as to the necessity for telling an accurate story needs stressing.

Again we emphasize the need for truth based on loyalty. Meetings of the FRA provide a good opportunity to strengthen this loyalty and at the same time educate newer men as to its necessity.

The need for a two-way flow of information as suggested by the "mutual-education" recommendation would be of benefit to the Navy and the FRA. It could probably be accomplished at one time. That is, one meeting could be held at which the Navy officials would brief the FRA on current matters and the FRA could reverse the procedure and brief the Navy officials.

It is felt that perhaps the most significant suggestion to be developed concerns the manner of communicating with retired personnel. The potential is an additional 46,000 members for the FRA as well as 46,000 more active boosters for the Navy. Admittedly each individual might not be able to be of service to the Navy, but by adding his weight to a branch of the FRA, the end result would be beneficial to the Navy. At the same time a better

balance in numbers could be secured between active duty and retired shipmates.

In line with recommendations for closer liaison and cooperation between the FRA, the Navy, and other special interest groups, we intend to develop later a plan to improve group coordination.

CONCLUSIONS AND RECOMMENDATIONS

We have studied the operations of the FRA at the national and local levels, including the programs being carried out as planned, and suggestions for improved Navy-FRA cooperation. It remains to measure the FRA performance and organization against Lee's seven characteristics.

SIZE

The Fleet Reserve Association is by far the largest of the groups we have studied. With a present membership of some 9,000 retired men and 32,000 active duty men, the FRA can potentially double or triple its size. Forty-six thousand retired enlisted Naval personnel are eligible to join. At the same time, many more active duty personnel become eligible each day, as they meet membership requirements of six years of service.

These figures are perhaps deceptive. The opinion-influencing "hard core" of the FRA is its relatively small body of retired men who enjoy greater freedom of expression

and can devote more time to their group associations than the active duty personnel. On the other hand, if aided in participating in community relations by the retired men, the active duty personnel can be of even greater value.

PHYSICAL RESOURCES

The FRA is supported by annual dues of \$6 per member, out of which are paid the officers' salaries, office expenses, expenses incurred in publishing the magazine Naval Affairs, and other charges, such as travel and convention expenses. Obviously, although the FRA has sufficient funds to operate, it would not qualify as a "wealthy" organization.

COHESIVENESS

The FRA would have to be rated as a highly cohesive organization. Its cohesiveness is built upon the twin pillars of common interest ties and dependence upon Shipmate Lofgren's talent in obtaining information, both of which are admittedly important. There also appears to be a reasonably high degree of fraternal feeling among members, and several instances of one chapter assisting another have been reported.

STAYING POWER AND CONTINUITY

From relatively small beginnings, the FRA has steadily increased its size and influence. It is now

accepted by the Navy Department as a primary source of information concerning the welfare of enlisted personnel. It would be difficult to judge the staying power of the FRA in adversity. Past instances such as the Sanders case show that it has been uniformly successful in achieving its goals.

VISIBILITY

Two of the major officers of the FRA are registered with Congress under the Lobbying Act. This is with the specific approval of the Secretary of the Navy. As pointed out, each time Shipmate Lofgren testifies before a Congressional committee, he states he is representing the FRA. The FRA is a widely publicized group within the Navy. We could not discover any attempts to remain under cover in any dealings, in fact the FRA seeks publicity as a way to strengthen its position.

ADAPTABILITY

The local level branches gave evidence of being very adaptable. They were quick to seize upon new projects or modify their programs to include recommendations from other sources. This was evidenced by the wide variety of undertakings in which the branches participated. The national level of the FRA did not appear quite so adaptable as the individual branches. Evidence pointed out that

almost all office time was devoted to proper handling of the correspondence from individual shipmates. Adaptability at the national level was basically confined to projects which would specifically advance the morale of the shipmates.

INTERGROUP RELATIONS

Several examples were noted of close cooperation between the FRA and other groups. Many branches mentioned their work with Boy Scouts, the YMCA, Chambers of Commerce, Parent-Teacher Associations, and other groups. On this basis we must conclude that intergroup relations are very good. We were unable to obtain information that would specifically focus on relations between the FRA and other Navy-oriented special interest groups.

In conclusion we feel that the Fleet Reserve Association is an excellent example of how groups can be effective instruments to influence actions. Bound together by the strong ties of mutual interest and understanding, it presents a powerful, unified front. A dominant factor behind the FRA is its remarkable national secretary, Shipmate Charles Lofgren.

Yet we could not help but feel that in the unity of strong organization there was disorganization. On the one hand is the unquestionable success of Shipmate Lofgren and his services in improving the morale of individual shipmates. On the other hand is the local

branch working to improve relations at a local level and interested in bettering community relationships. Both of these functions are important. But we were unable to find where the national offices were pushing community relations or other campaigns to aid the Navy as a whole. Cooperation was extended when requested, but we found no wholehearted national sponsorship of original objectives, especially in the field of community relations.

If there is a weakness in the FRA, it is in the "single mindedness" of purpose concerning morale services at the national level. We feel that the FRA could be of more service to themselves and the Navy by bringing their actions more in line with their stated objectives in their constitution and bylaws. A broad national-sponsored program would strengthen the overall organization of the FRA. We feel that at the present time, the strength of the FRA is based on the demonstrated ability of Shipmate Charles Lofgren to provide a service in answering morale questions. If the FRA is to be effective as an organization, indeed, if it is to survive after Lofgren, seems to us to depend on whether suitable programs for sponsorship and execution of the whole membership can be developed.

The Fleet Reserve Association is, without question, a credit to the Navy. Captain David L. Martineau, USN, of the Navy Department, Bureau of Personnel, spoke with

the authority of certain knowledge in a letter dated 8 April 1955 to the FRA national president. In discussing the enactment of the military pay raise he stated, "In thus contributing to the success of the Career Incentive Act, he (Lofgren) brought added credit to the already high reputation of the Fleet Reserve Association."¹²

We believe that the FRA stands ready at all levels to render valuable assistance to the objectives of the Navy's public information program. The local branches actually seek ways to accomplish these objectives, of their own volition.

The Fleet Reserve Association is already an effective influence on social behavior and actions. With more assistance and information from the Navy, and closer cooperation and coordination with the Navy and other special interest groups, the Fleet Reserve Association may well grow to command the respect and support of an even larger segment of society.

CHAPTER V

ADDITIONAL NAVY-ORIENTED GROUPS

There are several Navy-oriented special interest groups other than the two just discussed. It was our original intention to examine all of these groups in detail. Two factors made this impracticable: (1) it developed that the Navy League and the Fleet Reserve Association were by far the most active and influential groups, and (2) other groups failed to acknowledge correspondence and provide adequate data.

NAVAL ACADEMY ALUMNI ASSOCIATION

HISTORY

The Naval Academy Alumni Association is probably the oldest active special interest group attempting to boost the Navy. They have made several noteworthy contributions to the welfare of the Navy and apparently are eager to expand their activities.

Because of the lack of extensive data, we shall not attempt to apply Lee's characteristics to this group. All information obtained will be presented, however, as being the best information available.

We were fortunate to have an informative interview with Rear Admiral W. F. Fitzgerald, Jr., U.S. Navy (Retired), who is the executive director of the Association. His office is in the Alumni House, Annapolis, Maryland.

We learned that the Association was first organized on June 6, 1886, at the Naval Academy, and was known as "The Naval Academy Graduates Association." The title itself is indicative of the strong ties that would bind together such a group. Many lasting friendships are formed while a midshipman at the Academy and the authors can vouch for the bonds of warm memories that linger regarding the course of instruction. Forming a group such as this is a natural outgrowth of the desire to retain memories of Annapolis.

In 1931, the Graduates Association was incorporated in the District of Columbia and the name was changed to "United States Naval Academy Alumni Association." Subsequently the Association has been re-incorporated in Maryland. The present membership requirements are very liberal. To be eligible, a man must have been sworn into the Academy as a midshipman for the full course of instruction. This eliminates those midshipmen brought in during World War II for a shortened four-month program. Requirements no longer restrict membership to graduates only. So long as a man has been formally accepted as a midshipman,

he is a prospect for the Alumni Association. With the steady input of candidates into the Academy and the yearly graduation of nearly 1,000 men, the growth of the Association has been steady. Admiral Fitzgerald pointed with well deserved pride at the fact that about 90% of the 1955 graduating class joined the Association. They hope to reach the 10,000 mark in membership by the end of this year.

One interest was in finding out what projects in line with the objectives of the Navy's public information program were in progress. Probably the best known projects of the Association are the publication of the Register of Alumni and Shipmate. The Register is revised at least every two years and contains names and addresses of every Naval Academy alumnus. Publishing this is a big undertaking. Even the Navy Department does not attempt such a task, although in fact the Register is often used by Navy Department personnel to verify information. This book is made available to all Association members at a special price and to the public as well.

The second publication, Shipmate, is a monthly magazine devoted to items of interest to Naval officers, with the accent on news of alumni. Numerous pages are devoted to Academy class articles which provide addresses and other pertinent information about classmates. This feature makes it a valuable communication for those alumni

interested in keeping track of their friends and classmates.

Other than the publications just mentioned, the largest effort made by the Alumni Association is in Annapolis itself. As mentioned, the Alumni House is located in Annapolis. Since its establishment in 1944, the Association has ceased to wander about in a gypsy-type existence. The executive offices of the Association as well as the publication center for the Register and Shipmate are located here. A ballroom, reception room and drawing room, provide places for formal and informal gatherings of alumni. It is noted that the week after June Week festivities, which culminates with graduation of the Academy class, the House averages three wedding receptions per day.

The growth of the Association can be traced from the time when the Alumni House was instituted. It has apparently provided a cohesiveness which was lacking. At the present time, the Association is used as headquarters for the annual homecoming activities at the Academy. This function is usually attended by many alumni and is a high spot on the social calendar in the Annapolis-Washington circles. The diligent work done by the Association in promoting the Homecoming is worthy of mention as a good morale factor and recruiting gimmick to interest eligible young men in service careers.

A lack of overall coordination among the various

special interest groups is evidenced by the fact that the Alumni Association also wants to cooperate with Navy recruiting by having local chapters furnish speakers for local high school, college, and club gatherings. This is very similar to programs operated by both the Navy League and the Fleet Reserve Association. It is a very commendable offer and was reported to have been well received by the Chief of the Bureau of Naval Personnel.

The Association proposed a twist on the speaker idea which has not been mentioned previously. It is their desire to have selected midshipmen carry out speaking engagements while on Christmas leave. As encouragement, the speakers would be granted several extra days of leave. Based on actual experience, it is acknowledged that a young man actually experiencing the Academy, is an excellent source of information and would be more readily received in high schools and colleges. A midshipman, in his own home town, representing the Naval Academy as an institution, could possibly effectively influence the opinions and actions of persons he contacted.

In addition to the projects and programs just discussed, Admiral Fitzgerald emphasized that he is encouraging a membership drive among alumni. He also feels that there is strength to be secured in numbers. At the same time he was quite emphatic that the Alumni Association is

non-political. There are definitely no registered lobbyists on the payroll and any actions of a political nature are instituted by individual members, if at all. The Admiral actually feels that his biggest job is to get the "latest word" out to all the alumni. At the same time he is pushing to strengthen the Naval Academy and thirdly he is interested in assisting the Navy in any way possible. It must be acknowledged that assistance to Academy alumni and the Academy will certainly indirectly and often directly materially aid the Navy.

Admiral Fitzgerald said that cooperation from the Academy and the Navy had been outstanding. He pledged that he is ready and willing to participate in any program which the Navy might desire. As yet his services have not been requested.

LOCAL LEVEL

The local chapters of the Association are organized in a very loose organization. Actually they function individually using the headquarters only as a two-way communication center. We were particularly interested in that we obtained roughly the same information from the local chapters of the Alumni Association as we received from the Navy League councils and the FRA branches. We attempted to contact fifteen various local chapters. We

received replies from but seven of the representatives and four of those left much to be desired. The questionnaires were the same as previously used.

DATA

Four of the seven chapters contacted said that they were not familiar with the objectives of the Navy's public information program. Answers were received such as "Our Alumni Group is purely social in character, having no projects and sponsoring no outside activities." Another said, "Our organization to date has been limited essentially to social activities within the membership. To my knowledge we have never been active in advancing the Navy's public information program." A third noted that "our organization is restrictive in nature."

One of the replies was much more optimistic. Admittedly, his chapter knew little of the Navy's public information program but was correcting the discrepancy. We were sent an invitation to their next meeting. The speaker was to have been a retired vice-admiral, formerly head of the Public Information Officers School at Fort Slocum, New York, who would speak on "U.S. Navy Public Relations and Public Information."

One of the more active branches is one on the East Coast. They commented that they were usually kept well informed as to Navy public information from the office of their local district commandant. Attendance at the

monthly luncheons was urged for active duty personnel with stated good results. These active duty officers briefed the retired segment of the membership on current Navy plans and objectives.

All of the chapters which specifically answered the questions we asked felt that the Navy should encourage participation in community relations.

Navy assistance for local chapters was reported generally good with one exception noted. A retired vice-admiral who was most cooperative and helpful in explaining the functions of his local group said that he had tried unsuccessfully to have a Navy public information officer address his group each month with a short, up-to-date picture of the Navy's public information problems.

Several chapters said that they had never bothered to request assistance from Navy officials and did not know what the response would have been.

PROJECTS

Local chapter projects were very scarce which furthered the objectives of the Navy public information program.

One chapter did comment that they were extending cooperation to the ACONA project. They also assisted in parades and other public functions.

A project aimed at improving the morale of midshipmen was the annual Christmas party sponsored by one chapter. The party cost them about \$800 a year and was held for midshipmen who were on Christmas leave in the vicinity.

The main project of another group was an annual dinner for all Naval Academy prospects in its region. This year the dinner was held aboard an aircraft carrier and appropriate speeches and movies were given to encourage the young men. Other than these specific programs, only broad topics were noted, such as "encouraging young men to enter Annapolis."

SUGGESTIONS

The few suggestions for improved Navy-Alumni Association relations were good. Two of the groups urged more community participation by active duty officers. One suggestion was for closer cooperation with industry and educational institutions.

It was pointed out to us that the Navy could do well to model a community relations program after the accomplishments of the Naval Base at Vallejo, California. We were told that the commanding officer of the base was chairman of the local United Crusade Drive for last year. Relationships of that type with a community cannot be

bought with dollars and cents. As one of the specific results it was noted that the armed services committee of the Vallejo Chamber of Commerce cooperated with Navy officials 100%. This same correspondent felt that local chapters of the Alumni Association too often would not assist Navy personnel in overcoming the difficulty of being "transients" in the locality. It was indicated that the fault sometimes lies in the Navy personnel themselves and their cooperation with a local Alumni chapter which could be of assistance.

One suggestion received was that an additional objective be added to the Navy's public information program. This would deal with public awareness of the need for a modernized merchant marine fleet as a support for the Navy.

A chapter recommended closer cooperation with congressmen from each area in the selection of candidates for Annapolis.

More recognition of the Association was suggested. In some commands there was need for endorsement of the Association as a worthwhile organization. It was suggested that such recognition would encourage more participation by active duty officers at the same time.

EVALUATION

The fact that some groups would accept and answer our correspondence leads us to conclude that the situation is not as helpless as it may appear. Evidently no one has

ever suggested to these groups that they could make contributions to the Navy. Of the four non-favorable replies quoted earlier, one writer is a retired rear admiral and another a retired captain. We feel certain that these men are still interested in the Navy or they would not have associated themselves with a Navy interest group.

Many of the suggestions submitted should be given due consideration.

Closer cooperation between the Association and industry and educational institutions could be very helpful.

We believe that this is a worthwhile suggestion considering its broad implications. We would certainly recommend that close liaison be maintained with the two groups just mentioned in the interests of job procurement for retiring career personnel. We feel that the Navy offers a great deal of security to career people while in service. Retirement compensations are adequate from all appearances. And yet, close coordination between the Alumni Association branches and industry could result in job placements for personnel after retirement. Knowledge that after retirement a good job might be available or that chances were bettered for finding such a job through Alumni assistance would be an added inducement for career personnel to stay in service. Such a service would

necessarily be for all personnel of the service, enlisted, reserve, and/or officer. This service could not be actively controlled or sponsored by the Navy but is perfectly tailored for the sponsorship of a Navy-oriented special interest group such as the Alumni Association. More participation in Alumni activities by active duty officers is a facet which should be developed. It should be pointed out that this is at best, a 50-50 proposition. We have personally visited numerous Alumni chapters in various parts of the country. The attitude toward junior ranking officers on active duty was decidedly cool. In one specific case we requested to be placed on the mailing list for meeting date information. We received a notice that dues were owed and should be paid. We had only attended one meeting and decided that we would pay the dues as requested at the next meeting. Six months went by and no other correspondence was received. A great amount of the lack of participation by active duty personnel rests with the individual chapters themselves.

As pointed out in the discussion of the FRA, the retired Navy personnel who are established in communities can be valuable bridges in aiding active duty personnel to become community participants.

Again referring to the correspondence from the retired vice-admiral, we find remarks which seem to

symbolize the entire problem as it exists today. From his comments a picture is painted of an eager group of retired officers, steeped in the traditions and love of the Navy, apparently turned out to pasture. He comments that many of the retired officers, in influential civilian positions, are eager to help, but do not want to force their assistance on the Navy. He concludes his comments with a quote, "The King is dead ---." We would not blame them for a lack of interest in the service to which they have given so many years. Instead, they actually plead for someone to tell them what they can do to assist. Here is an excellent place where the suggested information cards could be sent with monthly retired pay checks. A monthly communication from the Navy might cement the ties that these officers want to maintain. It cannot be denied that many retired officers have important jobs in civilian life. They are strongly bound to the interests of the Navy. We feel that here lies a vast wealth of talent which can readily support our contention that a group with a common, special interest is an efficient, economical manner of assisting the Navy.

CONCLUSIONS

In many cases, the Association is nothing more than a social club. And yet it is a club bound together by one of the strongest of ties. We feel that the

Association is capable of rendering valuable assistance to the Navy.

The Alumni Association is not totally to blame for its lethargic state with regard to the Navy public information objectives. Neither is the Navy totally to blame. There is a joint responsibility and need to cooperate. One of the proposals to be presented in our concluding chapter will have much to do with the necessity for bringing about the coordination which is so essential. To waste this wealth of resources could be a sad mistake on the part of the Navy.

NAVY WIVES CLUBS OF AMERICA:

At the outset of our attempts to obtain information about Navy-oriented, special interest groups, we felt that the Navy Wives Clubs of America would prove to be very important. We still believe in its importance. The stature of this group persists in spite of very little cooperation or coordination from the Navy. It is possible that the value of an influential organization of Navy wives has not been realized.

In line with the reasoning that we have developed regarding the desire of human beings to form themselves into groups about an enduring interest, a strong tie should unite the wives of naval personnel into a tightly knit association. A group such as this, if properly organized and assisted, could be a powerful influence in several directions.

The result of our attempts to gain information about the Navy Wives Clubs leaves much to be desired. We attempted to contact twenty different persons representing the national level and various local branches of the club. Only five of the attempts were successful. Unfortunately the time and resources at our disposal placed a limiting factor on the amount of research we could do into each of the special interest groups. The potential of the Navy Wives Clubs cannot be overestimated. At the same time we do not imply that the data which we obtained can accurately evaluate the Wives Club. The information is presented as the best available, with the hope that it will stimulate more investigation into the possibilities of additional development.

NATIONAL LEVEL:

In the Navy Department Bureau of Naval Personnel, we located a woman civilian employee assigned to liaison with the Navy Wives Clubs. She was most cooperative and furnished us with most of the information which we obtained.

At the present time, the Navy Wives Clubs of America has 48 chapters throughout the United States. Membership totals about 1,000. The national president is Mrs. Mary Paolozzi of Whittier, California. Membership is open to wives of men in the Navy, Marine Corps, or Coast Guard, whether they are on active duty or retired.

According to the Bureau of Naval Personnel representatives, Mrs. Skylsted, the clubs function mainly at a local level. There is no firm national organization as such. From what information we could secure, the principal Navy attitude seems to be a "hands-off" policy. Mrs. Skylsted commented that her actual civil service job classification did not include work such as she was doing with the Club. Her assistance to the wives is in addition to her normal work. As a consequence she is unable to devote as much time as she feels is needed. She was sent on a tour of the East Coast last fall in an effort to encourage and stimulate the Wives Clubs. At the same time she was able to promulgate the latest information concerning rights and benefits, etc. Mrs. Skylsted said that her main contention would be to have the wives mix more in the community and make their public spirit known.

The Wives Clubs are currently sponsoring a scholarship for children of enlisted personnel of the Navy, Marine Corps, or Coast Guard. Competition is on a nationwide basis and the money awarded may be applied to either a college or vocational school at the winner's discretion. The price is \$250.00 annually to a boy and to a girl.

When asked for specific recommendations to improve Navy-Navy Wives Clubs relationships, Mrs. Skylsted had a suggestion which may prove beneficial. She said she would

like to see the Navy produce a movie as an informational project. The movie would be of general interest and would explain rights, benefits and other general "what-to-do" subjects of interest to the Navy wife. The main purpose would be to inform the wives and dependents and create better appreciation and understanding of the Navy. In an effort to have Navy wives act as public relations emissaries within the community, adoption of a program such as this would be aimed at bringing the Navy wife into the service picture.

In an effort to get a better idea of the activities of the Clubs we corresponded with the national president, Mrs. Mary Paolozzi. As were the national officers of the other groups, she was most cooperative. She provided us with appropriate information based on her knowledge as national president. In her opinion, the national organization of the Navy Wives Clubs is fairly well acquainted with the objectives of the Navy's public information program. Mrs. Paolozzi has made several trips to Washington, D.C., and received first hand information from the Navy Department. She was very definite in her assertion that the Navy should actively participate in community relations. She said the Navy Wives Clubs attempted to encourage such participation whenever possible. She did not mention any specific projects sponsored by the national organization

that furthered community relations for the Navy. She emphasized that individual local programs should be adopted to keep the wives informed as to their current status with the Navy. A program of education for all wives and dependents is a desire of Mrs. Paolozzi. She also mentioned that the Wives Clubs are urged to sponsor local community projects and participate in all community functions when practicable. According to Mrs. Paolozzi, cooperation from Navy officials had been excellent and she had no specific recommendations to make that might improve these relationships.

LOCAL CHAPTER DATA:

It became evident from our contact with four local chapters that the national organization is not strong enough to enact any firm program without definite assistance from the Navy.

Two of the chapters that we reached stated that they felt they were familiar with the Navy's public information program. However from the other information which they supplied, it is questionable if their understanding of the objectives is of sufficient strength to permit active participation. These two chapters stated that senior Naval officers on active duty had addressed their organizations and kept them moderately informed as to current Navy problems. All of the groups agreed to the

importance of proper community relations.

Cooperation from the Navy officials was reported as fair and improving. In fact, one reported, "I can just about say that we can have anything within reason."

Of the other two groups queried regarding their familiarity with the objectives of the Navy's public information program, one replied, "We cannot give you a clear picture in answering your questionnaire since we have never received any information concerning the Navy's public information objectives." That was the extent of the reply. The other group was contacted personally. The representative stated that they were a new group, having received their charter less than two months previously. As yet, they had not received any information regarding the Navy from their national organization or from the Navy.

PROJECTS TO ASSIST THE NAVY:

All the groups contacted were vague in their estimates of their contributions to the Navy public information program. Main work reported was in the lines of publicity in local papers. It was interesting to note that the newly formed Club seemed very ambitious and had several worthwhile projects. They are at present cooperating with the Navy Relief Society in operating a thrift shop. They plan to establish a "hope chest" of dishes, cooking utensils, and linens. These "chests" will be made available

to newly arrived dependents in the area who are temporarily without household goods. Activities of this nature could be expected to be big morale boosters to service personnel. All groups exhibited a willingness to cooperate if called upon.

This cooperative spirit is evidenced in San Diego, where the Navy has established a Dependents Information Service. A chief petty officer is on duty at all times during normal working hours. To assist in providing aid to dependents, the local Navy Wives Club also has a member on duty at all times. All types of questions are answered by the chief and Navy wife on duty. As before, this is aimed at boosting the morale of newly arriving Navy families. Recognition of this project on a national level would possibly stimulate similar projects in other parts of the country.

Several of the groups feel that they are contributing to improve community relations.

One of the local activities reported was an active participation in all community fund-raising campaigns. The Red Cross, Cancer Society, and March of Dimes drives were mentioned. One group reported that they had staffed the local "Ghestmobile" at various intervals. We found that Navy wives were active in youth work with the Girl Scouts, Boy Scouts, and P-TA groups. The Navy wife is urged to integrate herself with the community in which she lives.

EVALUATION AND CONCLUSIONS

We got the definite feeling that there is a gradual awakening to action within the Clubs. However, none of them made specific recommendations for improved Navy-Navy Wives Clubs cooperation. The wives seem to feel that things are at present improving slowly but surely. They appear to be unable to make a definite step forward and are apparently willing to sit back and see what develops. They indicate a strong desire to be of assistance if sufficient stimulus can be provided. All the evidence seems to indicate that the Clubs have actively honored any request made for their assistance but are reluctant to undertake any large projects without help and encouragement.

The Navy Wives Clubs could be a most effective influence especially within the Navy itself. The feelings of a wife toward the Navy are certainly influential at reenlistment time. In our experience in the Navy we have encountered numerous men who have refused to reenlist because "my wife hates the Navy." There are undoubtedly a great many factors which cause a wife to dislike Navy life. In an effort to reduce and possibly remove this dislike and mistrust we would urge some sort of educational program for the wives. Information pertaining to history, present role, and organization of the Navy could be furnished. The objectives of the Navy's public information

program could be advanced. Of equal importance would be proper information relating to existing benefits and advantages of career service in the Navy. A properly informed wife is usually a happier one. We feel that this type of effort would materially influence career service. This feeling is shared by top Navy officials. Under Secretary of the Navy Thomas S. Gates, Jr., in an address at the annual Navy League convention on May 6, 1955, devoted most of his remarks to the importance of the Navy wife.

Said Secretary Gates, "We have discovered that if she is happy and secure, if she understands that her husband is performing a vital service, which the public appreciates, the chances that her husband will make the Navy his career are many times better."¹ Secretary Gates noted that nearly 40% of all enlisted men are married. A vast potential is evident. Again we urge a closely supervised, sponsored educational project be established by the Navy.

The most logical place for an educational project such as this is in an organization like the Navy Wives Clubs of America.

In addition to this aspect, we feel that Navy wives wield a large influence in community affairs. In most service families it is the wife who makes most of the community contacts. This is especially true in cases

where husbands are aboard ships and at sea frequently. The wife necessarily encounters the groceryman, dry cleaner and others in her daily way of life. Frequently the wife must serve as both mother and father to her children. Many civilians judge the Navy on the conduct of wives in ordinary social activities such as these. A wife is bitter against the Navy can do much harm to the community standing of the Navy by unleashing her bitterness at her church social or similar function. As we stated before, an educated wife who understands the Navy will be a much happier wife and less likely to be "disloyal" to her husband and his chosen career, the Navy. This is not to imply that a group of "Navy-oriented" wives will create a happy Navy by themselves, but we do believe that career service will become more attractive to the man whose wife shares his enthusiasm for service life.

We feel that the Navy will be missing an outstanding chance to improve service morale, encourage Navy careers, and increase better community relations unless it recognizes the potentiality of the Navy Wives Clubs. The alarming fact is that if this assistance delays too much longer, it may be too late and the opportunity will no longer be at hand.

OTHER NAVY-ORIENTED SPECIAL INTEREST GROUPS

Information available concerning other Navy-oriented

special interest groups is incomplete and inconclusive.

NAVY CLUB OF THE U.S.A.

The Navy Club of the U.S.A. is another group which might be of assistance in working toward the Navy's public information objectives. The first local chapter, known as a "ship," was founded in 1922 in Rockford, Illinois. The organization was incorporated in Illinois in 1933 and was also incorporated by Congress in 1940. Activities of this group have largely been confined to the midwestern section of the country in the area of the Ninth Naval District. It was noted that the "ships" are organized into state "squadrons" and district "fleets."

None of the Naval District commandants noted any specific achievements of the Navy Clubs of the U.S.A. Although we wrote to national officers, we were unable to establish contact with headquarters of "ship" officials of the organization.

NAVY MOTHERS CLUBS OF AMERICA

Another group which might prove of value in advancing the objectives of the Navy's public information program is the Navy Mothers Clubs. This organization was founded in 1930 and promotes the interests of parents of men serving in the Navy, Marine Corps, or Coast Guard.

Information regarding the Philadelphia local branch

was provided by Navy authorities there. This local group maintains a Hostess House for service personnel. The House has dormitories, game rooms, and room for dancing. There is a kitchen and all the comforts to provide a "home away from home" for the servicemen. In addition the group is active at the Naval Hospital. They visit the patients and distribute toilet articles through the various wards. Activities such as these contribute to higher morale among men still in the service.

The Navy Mothers Club has not received much publicity regarding its accomplishments and potentiality. We feel that our suggestions for improved coordination and group relations will remedy this lack of recognition.

CHAPTER VI

THE GROUP PICTURE THROUGH NAVY EYES

In addition to querying the various Navy-oriented organizations in our study, we sent questionnaires to major Navy commands. The various commandants very courteously replied, giving details concerning their relationships with the organizations we have studied. In addition, we questioned officers in the Office of the Chief of Information, Navy Department, Washington, D.C., and those field activities which we could reach. Further, the results of our own experience in the field have been included with our research results.

The first major fact to emerge from our study was that there is a drastic shortage of trained public information personnel dealing with organized groups, both in Washington and in the field.

NATIONAL LEVEL:

At the Navy Department, the Civil Relations division of the Office of Information was composed of three officers and three enlisted men, in addition to the head of the division. These persons are charged with the responsibility of dealing, on a national basis, with all

organized groups in the United States. Responsibility for what we have called Navy-oriented groups has rested with one Wave lieutenant and one enlisted man. Relations with these groups are technically supposed to be via the "chain of command," channeled to a similar office in the Department of Defense.

Our interviews in the Pentagon were held before recent Defense Department orders restricting the direct public information activities of the various armed services. At the time of those interviews, it was tacitly understood both in the Department of Defense and the Navy Department that dealing directly with the Navy-oriented organizations was permissible in the interest of efficiency, so long as no policy matters were involved. This understanding may have been altered as a result of the recent directives but, if so, we have not been made aware of it and assume that the same relationships exist now which did three months ago.

At any rate, dealing directly or indirectly, the present personnel, though certainly well qualified, are insufficient to the task. Operations are necessarily on a day-to-day basis--answering queries, fulfilling requests if possible. Because of this personnel involved are unable to plan more than 24 hours ahead at any time. The smallness of the staff leads to almost certain circumvention

of the office concerned. Instead of dealing with the Civil Relations division of the Office of Information, officials of the Navy League, Fleet Reserve Association, etc., sometimes deal directly with their highly placed "contacts" elsewhere in the Navy Department. The same work is done, the same information and liaison provided, but the office primarily concerned is bypassed in many cases because it has too few persons to do the work. This resultant partial bypassing of group liaison at the national level is one major reason, we believe, for the lack of coordination of group activities and the consequent wasteful duplication of effort in many cases.

FIELD COMMANDS:

The shortage of personnel to deal with the Navy-oriented groups is found also in field commands. Most replies we received mentioned that personnel was sufficient only to keep track of organizations in the metropolitan areas where the various headquarters are located. One reply was addressed specifically to this point, saying, "A well intentioned group...will accomplish specific tasks if thoroughly organized, encouraged and cajoled. A small district PIO staff does not have the time or facilities to 'bird-dog' these groups."

Leadership within the groups has also been the subject of several comments from Navy sources. The same

respondent who mentioned inability to "bird-dog" the groups with a small staff continued, "Leadership within the group is essential, and has not been forthcoming in this area. Prospective heads of chapters should, if possible, be screened for willingness to devote time to a vigorous program."

Other replies also mentioned the problems of group leadership. One indicated the need for the Navy to provide leadership in integrating the activities of the groups, saying that "cooperation is dependent upon the Navy's ability to define goals, suggest methods by which those goals may be reached, and to provide assistance."

In our study, we asked whether or not the various Navy public information offices in the field maintained lists of the officers of the various organizations. We also asked whether close liaison was maintained with any of the groups.

As stated previously, almost all commands reported that they maintain close liaison with some of the groups. It was also indicated that proximity of the groups is definitely a factor. Those groups physically located near a headquarters have had dealings with Navy personnel directly, on a person-to-person basis. Those not located near a headquarters apparently have poor liaison except in unusual cases, and this tends to rob the organizations

of vitality. One remedy for this situation is perhaps to be found in the often repeated statement that senior officers, and particularly public information officers, should travel more--get out in the field to meet group members.

The Navy League apparently has excellent liaison in most of the districts. In two cases it was reported that Navy officials were invited to "sit in on" League meetings as unofficial advisors. In one district, as a result of the ACONA and Buddy programs, the assistant chief of staff for personnel was designated as Navy League liaison officer, and attends all meetings.

In general, most districts reported that liaison with the Fleet Reserve Association was maintained through active duty personnel who are members.

Our question as to whether or not lists of organization officers were maintained brought some surprising data. All of the commands queried maintained having lists, at least informally, of officers of some of the organizations. Only two indicated that they maintained fairly complete lists for all the groups concerned.

The Navy League, as might be expected, led the list, with all respondents reporting lists of League officers maintained. Two commands reported the League as the only organization for which lists were kept at all.

Other organizations were mentioned about equally, with the Fleet Reserve Association and the Navy Wives Clubs perhaps most prominently discussed.

PROJECTS:

We also asked whether or not any of the organizations had requested Navy assistance for their projects, and, if so, in what way. Replies were numerous and included some very interesting specific instances. The Navy League's ACONA and Navy Buddy programs were, of course, mentioned prominently. Other reports included tours of bases, providing material programs for group action, advice on public relations matters, assistance in memorial services, use of Navy bands in various observances, showing of motion pictures, photographic coverage of special events, furnishing speakers, orientation cruises, and assistance in promoting fashion shows.

In Norfolk, Virginia, the Fleet Reserve Association requested the district commandant to investigate housing conditions under which Navy families were living in local trailer parks. The investigation was carried out, resulting in improved conditions and good publicity for both the Navy and the FRA.

Another question which we asked dealt with assistance which had been rendered to Navy-oriented programs by the special interest groups. Here, too, numerous

replies were received. Again the Navy League's ACONA and Buddy programs were mentioned prominently by most respondents. The Fleet Reserve Association was named several times in connection with aid to recruiting, particularly its "Operation Sound-Off." The Navy League's assistance to the Navy in connection with recruiting and courtesies rendered during the 1955 Sugar Bowl game was also very favorably reported on by the Eighth Naval District public information office. The Fleet Reserve Association has apparently also done a great deal of work with Sea Scouts in the Pacific Northwest. Also in this area, the Navy Officers' Wives Club is presently supporting four scholarships for Navy children.

One interesting program occurred in the Fifth Naval District recently. This was in connection with the "Navy Dependents' Special," a special train which transported Navy families from the east to the west coast when over 30 ships were transferred from the Atlantic to the Pacific fleet. Navy Wives Club members in Norfolk "baby-sat" free of charge for weeks while families made arrangements for the move.

Also, in the Norfolk area, during the fight to keep Navy commissaries from being abolished, the Navy Wives Club was actively engaged in presenting the Naval dependents' side of the story through radio and television appearances and press coverage.

FUTURE PLANS AND SUGGESTIONS:

When asked about future plans of organizations to help the Navy's public information objectives, virtually none of the Navy commands had knowledge of any plans, other than the well-organized ACONA and Buddy programs. It was reported that, in New Orleans, the Fleet Reserve Association is currently making plans to arrange appropriate entertainment such as dances and picnics for enlisted personnel of visiting ships.

Many excellent recommendations were received concerning our query as to how to encourage greater group participation in public information activities. One particularly pertinent was "...to offer definite programs to each type of organization" by the previously quoted means of defining goals, suggestions as to how to achieve them, and assistance in doing so. "This," the writer adds, "becomes a matter for planning and direction from the Navy Department in order to obtain sustained interest and concentrated effort. It also becomes a matter of personnel. It takes time and, therefore, people to pursue an effective community relations program."

A program of increased personal visits all over the district by the commandant and other senior officers of the district was indicated by one district as a means of cementing group relationships, particularly with respect to the ACONA program.

We have previously noted that one district suggested screening, if possible, the heads of local chapters of the various groups in an effort to ensure that these chosen would have time to devote and the willingness to devote it. However desirable this might be, though, it would seem dangerous for the Navy to intervene at all in such a matter as selection of officers of any of the groups. Such a criterion of selection might certainly be suggested, however, with possible good results.

One district suggested a program of "adoptions" of junior organizations by adult organizations, after the manner of the Fleet Reserve Association's work with the Sea Scouts and the Navy League's Buddy program. The expansion of this idea to other organizations seems to us to be a profitable field for exploration.

We were surprised to find that several districts felt that the groups should not encourage Navy personnel to participate actively in civilian community life. We had thought that this valuable function of bridging the gulf between civilian and Navy worlds was probably being carried on in most places, but apparently very little is being done in some areas.

Some districts, however, report great community participation by Navy personnel, aided in part by the Navy-oriented organizations. One report stated that the

groups primarily assist by encouraging civic and fraternal organizations to invite Naval officers to be guest speakers at luncheon and evening meetings.

Another district reported that the Navy in its area was considered as a large local "business," and that, as a result, "Navy people are members of civilian service clubs; they play in the local symphony orchestra; they act in the community theater; they are Sunday school teachers; they serve as officers of the Parent-Teacher Associations." Although they would doubtless be so engaged without urging from Navy-oriented organizations, it was added, "...their contact with these organizations constantly serves to channel their interests toward community activities."

The Sixth Naval District public information office indicated a high degree of success along these lines with assistance from Navy-oriented groups. Its report said, "The Navy League and the Fleet Reserve Association often introduce Navy personnel to civilian groups and associations as guests, and encourage participation. A number of the officers of the VFW and American Legion are active-duty Navy men. An active-duty officer was named 'Young Man of the Year' by the Laurel, Mississippi, Junior Chamber of Commerce. A Navy enlisted man headed the traffic safety drive in Key West, Florida. A Naval

officer on active duty heads the Parent-Teacher Association for a large suburb of Charleston."

There are certainly thousands of other examples, of which we do not know. Equally certainly, community participation by informed Navy personnel offers a fertile field for development by Navy public information.

EVALUATION:

In summation, we believe the picture of the Navy-oriented groups as seen from the Navy command viewpoint is that they are potentially useful, although generally assigned a position of lesser importance behind press, radio, and television activity, because of limited funds and personnel.

The groups were acknowledged to have made significant contributions to the Navy's public information program in some areas. There seemed to be no general pattern to these actions other than the Navy League ACONA and Navy Buddy Programs and the FRA programs to assist recruiting.

Generally, we thought the Navy commands assigned considerably lesser importance to the public information and community relations contributions of the groups than did the representatives of the groups themselves. The Navy view of the groups was that they require stimulus and some direction by the Navy, and strong leadership of their own which, in some cases, was not available. Our recommendations in this respect will be contained in the concluding chapter.

CHAPTER VII

CONCLUSIONS

At the beginning of this study, it was intended to evaluate the effect of the several Navy-oriented special interest groups on the Navy's public information program. In the cases of some of the groups, little or no information has been available without much more intensive research than we have been able to perform. Still, we feel that the information we have found is sufficient to give a clear indication of the relationship between the Navy and the groups.

We have noted in Chapter I that Congress has imposed a definite financial limitation on expenditures for Armed Services public information activities. Within the limitations set, it is quite natural to conclude that the Navy must invest its budget wisely. Programs which give the most return for investment must be advanced. It has not been the intention of the authors to condemn the public information program of the Navy in its present form. We have made no attempt to evaluate present procedures of operation in any other area than that which deals directly with the special interest groups. It has been our intention to show that there is available to the

Navy a very efficient method of assisting the public information program through the Navy-oriented special interest groups. We feel that proper utilization of these groups would effectively aid the furtherance of the objectives which the Navy has set up in connection with the public information program. Based on the facts which we have compiled, we feel that the Navy should reorient its public information program to provide muchly needed emphasis toward usage of the special interest groups.

Evidence which we have obtained leads us to conclude that most of the groups, at both national and local levels, believe they are familiar with the objectives of the Navy's public information program. In addition they feel that they are making contributions to advance these objectives and are enthusiastic about increased cooperation. Many of the individual programs are excellent and are providing valuable assistance to the Navy. The information received from the district commandants causes us to feel that the interest groups tend to exaggerate their accomplishments slightly. However, speaking for the Navy, the commandants did favorably report that assistance was being received from various interest groups. Based on the group estimates of their contributions acknowledged as essentially correct by Navy officials, we can draw a definite conclusion that Navy-oriented special interest groups have made favorable contributions to the Navy in

the past, are continuing and increasing their work at present, and stand eager to expand their cooperative efforts in the future.

In order to obtain a complete picture, we studied group theory. We developed several requirements essential to effective group action. We have compared these requirements with the structure of the more important special interest groups. The elements required for influential group action are present. We feel that the Navy-oriented groups represent a tremendous reservoir of energy and ability to help the Navy's public information program. We have also found that, generally, this reservoir is not being tapped. In the interests of efficiency, economy and effectiveness, some form of stimulus must be applied to these various groups.

The primary difficulty appears to have been in the insufficiency of personnel. We would not presume to indicate methods by which the numbers of public information personnel could be increased, recognizing that tremendous obstacles of Congressional and service opposition would have to be overcome.

Still, we feel it necessary that additional personnel be provided, if Navy-oriented groups are to be useful in telling the Navy story. Several comments indicated that, to get real public information assistance from the

groups, they have to be given specific programs, shown how they can be carried out, and given actual assistance in reaching the objectives desired. Individual group leadership modifies these requirements somewhat, but even with the most energetic leadership of the groups, a need still exists for continuous liaison with Navy personnel. If the group energies are to be channeled into public information activities, liaison with the groups should be provided through an adequate number of public information personnel specifically charged with group relations.

We contend also that, in the absence of substantial personnel and fund increases for public information work, there needs to be a change of emphasis in the whole Navy public information program to place civil relations in general, and Navy-oriented group relations in particular, in the position of greatest importance. We believe that, so long as funds and personnel are limited, this field offers by far the greatest potential yield per public information effort of any of the various media into which these efforts might be turned.

We believe we have shown that there needs to be coordination of the efforts of the various groups, on the national, regional and local levels. Virtually all the organizations which have done anything at all have attempted to help recruiting. Almost all have programs designed to

help spread information about the Navy. Almost all are interested in helping morale services of some kind. In many of these activities there is duplication of effort. There is also, apparently, complete disregard of activities which might very well be profitable for all concerned. The need for coordination, we think, is obvious.

One method of assuring coordination would be the establishment of an advisory council, to be based on the Navy League's ACONA idea. Such a council would be composed of the "head men" and two or three other representatives from each national organization interested in helping the Navy achieve its public information objectives. Meetings of the council could be called once a year, or more often if desired. At the meetings, the Chief of Information and other senior officers could brief the representatives on current matters. Probably the Secretary of the Navy and/or other civilian officials would want to address such a group.

There is ample precedent for such a group. Under Secretary Forrestal, many such advisory committees on various questions were formed. In addition, it is a common practice in various branches of the services to utilize civilian consultants, which is actually what the members of such a group would be.

The advisory council of organizations is also

based on a statement discussing the problems of the Navy wife by the Under-Secretary of the Navy, the Honorable Thomas S. Gates, in an address at the 1955 Navy League Convention, when he said, "If the League will lead the way, we might consider together the establishment by the Secretary of Navy of a council of the civilian organizations interested in the Navy, to meet annually and discuss a continual expansion of our ideas, and a frame within¹ which we might resolve our problems...."

We feel that completely apart from the obvious result of better coordination of group activities in such a plan, there are other benefits. The leadership in the group would undoubtedly be stimulated, simply by virtue of having received a great deal of consideration from Navy sources. Such a plan would make group leadership more desirable and would, we think, produce an additional organizational motivation and strengthening at every level of the various groups.

The advisory committee idea might very well be extended to regional and local levels. Here, of course, it would parallel the Navy League's ACONA program. To avoid duplication and produce the same results, it seems quite likely that the Navy League would sponsor such a development by inviting other Navy-oriented groups to be represented in their various ACONA councils.

We also believe that Navy sources should stimulate more communications to the persons in the various groups, in order to keep them informed as to progress toward the public information objectives. The Public Information Newsletter, for example, might well be sent to each chapter of the various groups. Other informative communications could be similarly addressed. The device of mailing informative material with monthly pay checks to retired persons has been mentioned and we believe it to be worthy of serious consideration.

This lack of communication often implies lack of interest. If it is a lack of interest in the case of the Navy Wives Clubs, it must be alleviated. The importance of the Navy wife must be acknowledged. Under Secretary of the Navy Gates has emphasized that the Navy has recognized during the past two decades that a married man is usually a more efficient and a more responsible person than an unmarried one. The influential position of the Navy wife has been shown. Evidence has been produced showing the desire of the Navy Wives Clubs to be of assistance to the Navy. Group action can and must be stimulated by proper Navy emphasis and cooperation.

Finally, we believe that the field of community relations holds enormous promise for the Navy's public information program. Admittedly, "community relations" is

not specifically mentioned as an objective of that program. We feel that it is obvious that proper and adequate community relations are essential if the Navy is to have any type of public information program. Mutual understanding between Naval personnel and civilians in the local community is vital to the acceptance of the Navy story.

It seems to us that there is a tendency, alike among many service people and civilians, to consider Navy personnel as nothing more than transients in a community. This attitude has the result of widening the gap between the Navy and civilian worlds and making mutual understanding more difficult. It also seems to us that this gap can be bridged by providing a thorough community relations program. For the Navy story to be told and understood, proper communications between Navy and civilians must be established. No better way of providing communications exists, we think, than by having Navy men and civilians members of the same organizations, working together in civic or church projects, so that, in short, Navy people become members of their community and interacting with its members, forging a thousand different ties of respect, affection and common effort.

Two ways in which the gap might be bridged are by asking the various groups to assist such a program, in other words, to be the bridge, and by providing rewards to Navy personnel who do form such ties in local communities.

The first of these suggestions could be carried out in many cases simply by asking the groups to aid and sponsor Navy men in various civilian organizations. It is already done in varying degrees by some groups in some areas.

The second method could be accomplished, we think, by having on officers' and petty officers' "fitness reports" a column on which to report outstanding participation in community relations activities. By such a means, it would be possible to give credit to a man for doing this kind of work. The mere knowledge of such a report would probably stimulate greater activity, to the Navy's benefit. We do not, of course, recommend penalizing officers and men who, for any reason, would not want or be able to participate in community activities. We do think, however, that the Navy should recognize such contributions as meritorious.

We have advanced numerous recommendations aimed at a Navy public information program founded on coordinated action of Navy-oriented special interest groups. It is not suggested that these recommendations are the only means by which that objective could be reached, but we do feel that acceptance of these suggestions would necessitate drastic revision of the Navy's objectives. The desire of the individual groups to accept Navy "coordination" is evident. The next move must now be made by the Navy.

FOOTNOTES

Chapter I

¹J. A. R. Pimlett, Public Relations and American Democracy (Princeton: Princeton University Press, 1951), p. 70.

²Ibid., p. 72.

³Ibid.

⁴United States House of Representatives, Committee on Expenditures in the Executive Departments, Publicity and Propaganda Subcommittee, Investigation of Participation of Federal Officials of the War Department, as it Relates to Universal Military Training, House Report No. 1073, 7, July 24, 1947, quoted in Pimlett, ibid.

⁵Ibid.

⁶Ibid., p. 124.

⁷U.S. Navy Public Information Manual (Navy Department, Washington, D.C., 1953), par. 2106.

⁸Ibid., par. 0101.

⁹Ibid., par. 0102.

¹⁰Ibid., par. 2101.

¹¹SECNAV INSTRUCTION 5720.10 (Navy Department, Washington, D.C., 22 July 1954).

¹²OPNAV INSTRUCTION 5720.12 (Navy Department, Washington, D.C., 26 July 1954).

¹³Navy Public Information Manual, op. cit., par. 0402.1.

¹⁴SECNAV INSTRUCTION 7330.1 (Navy Department, Washington, D.C., 12 January 1955).

¹⁵A. M. Lee, How to Understand Propaganda (New York: Rinehart and Company, 1952), p. 152.

¹⁶W. Albion, Public Opinion (New York and London: McGraw-Hill Book Company, Inc., 1939), p. 271.

¹⁷ John C. Calhoun, "A Disquisition on Government," quoted in D. Katz, D. Cartwright, S. Eldersveld, A. M. Lee (eds.), Public Opinion and Propaganda (New York: The Dryden Press, 1954), p. 26.

¹⁸ Ibid.

¹⁹ Ibid.

Chapter II

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Chapter V

¹ Address at annual dinner of the Navy League of the United States, Hotel del Coronado, San Diego, California, 6 May 1955.

Chapter VI---NONE

Chapter VII

¹ Address at annual dinner of the Navy League of the United States, Hotel del Coronado, San Diego, California, 6 May 1955.

APPENDIX A

ORGANIZATION QUESTIONNAIRE

1. Is your organization familiar with the Navy's public information objectives? _____.
If yes, how did you receive your information?
2. In the past, has your organization made contributions which you feel specifically advanced the Navy's public information objectives? _____.
If yes, give specific examples (such as arranging visits, tours, special programs, publicity, etc.)
3. Do you now have plans for future activities which will contribute to the advancement of the Navy's public information objectives? _____.
If yes, what are they?
4. Does your organization encourage Navy personnel on active duty to participate actively in community relations programs? _____.
If yes, how is this done?

Do you think such participation should be encouraged? _____

Other than projects you may have listed above, what recommendations to improve the Navy's community relations program would you make?

5. Assuming that your organization is interested in advancing the Navy's public information program:
 - (a) What cooperation have you received from Navy officials of local or area commands?
 - (b) What recommendations would you make for improved Navy cooperation at this level?
 - (c) What cooperation have you received from the Navy on the national level?
 - (d) What recommendations would you make for improved Navy cooperation at this level?
 - (e) What assistance have you received from the national headquarters of your organization in this program?
 - (f) What recommendations would you make in this respect?

APPENDIX B

NAVY QUESTIONNAIRE

1. Do you maintain lists of the local organizations and officials of the Navy League, Fleet Reserve Association, Navy Wives Clubs, Naval Academy Alumni Association, and Navy Mothers Clubs in your area?
2. Do you have close liaison with any of these groups?
If so, which?
3. Have any of these groups called upon you for assistance? _____
If so, in what way?
4. Have you received any assistance from these groups on any specific projects in furthering the Navy's public information objectives? _____
If so, in what way?
5. Do you know of any future plans which these organizations might have which would assist in furthering the Navy's public information objectives?
6. Do you have any recommendations to encourage greater participation by these groups in furthering the Navy's public information objectives?
7. Have any of these groups assisted the Navy's community relations program by encouraging Navy personnel to participate actively in community life? _____
If so, in what ways?

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